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ADDRESS BY  
THE HONOURABLE W. DARCY MCKEOUGH  
MINISTER OF MUNICIPAL AFFAIRS

TO

THE HAMILTON SOCIETY OF  
INDUSTRIAL ACCOUNTANTS

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November 19, 1970  
Hamilton, Ontario.

ALLISON H.

THE UNIVERSITY OF MARYLAND

STATE OF MARYLAND

THE UNIVERSITY OF MARYLAND

STATE OF MARYLAND

November 14, 1910  
Baltimore, Maryland

IT IS A DISTINCT PRIVILEGE FOR ME TO BE WITH YOU THIS EVENING. NATURALLY, I WELCOME THE OPPORTUNITY TO DISCUSS WITH YOU SOME OF THE THINGS WE ARE DOING IN ONTARIO TO PREPARE OURSELVES FOR THE CHALLENGES OF THE 70s.

THESE ARE IMPORTANT TIMES IN THIS PROVINCE. CHANGE IS EVIDENT ON EVERY FRONT --- SOMETIMES TO THE ADVANTAGE OF SOCIETY, SOMETIMES NOT.





PEOPLE ARE CONCERNED. THEY FACE UNCERTAINTY. YOUNG PEOPLE ARE IMPATIENT AND MOBILIZED AGAINST THE PROCRASTINATION OF THE PAST.

WE SEE IN OUR NATIONAL LIFE THE DANGERS OF BLIND AFFLUENCE, AND THE TRAGEDY OF A SOCIAL IMBALANCE THAT LETS PEOPLE GO HUNGRY WHILE THEIR NEXT-DOOR NEIGHBOURS ACHIEVE VARYING DEGREES OF INDIGESTION.

WE ARE WORKING TO CORRECT DEEP INEQUITIES THAT PLAGUE THE WAY WE LIVE.

ONTARIO HAS FARED QUITE WELL, ACTUALLY, IN DEALING WITH THE DIFFICULTIES OF MODERN SOCIETY. WE HAVE KNOWN PROGRESS --- A KIND OF PROGRESS THAT HAS RECOGNIZED THE VALID CLAIMS OF THE INDIVIDUAL WHILE WORKING TO IMPROVE THINGS FOR PEOPLE IN GENERAL.

IT WOULD BE FOOLISH, AND PERHAPS DISASTROUS, TO SUGGEST THAT OUR JOB IS DONE IN THIS PROVINCE --- THAT WE HAVE ONLY TO HOLD OUR OWN. OUR TASK HAS JUST BEGUN. THE DECADE OF THE 70's HOLDS OUT MANY NEW FRONTIERS WE WILL HAVE TO CROSS IF WE ARE TO MAKE THIS PROVINCE THE KIND OF PLACE THAT WILL DO US PROUD IN THE EYES OF FUTURE GENERATIONS.

WORKING TOGETHER, I AM CONFIDENT THAT GOVERNMENT AND CONCERNED CITIZENS SUCH AS YOURSELVES ARE UP TO THE CHALLENGE.





I WOULD SUGGEST THAT A FUNDAMENTAL ASPECT OF ANY SERIES OF PROGRAMS IS SETTING REALISTIC PRIORITIES. WE CANNOT DO EVERYTHING AT ONCE. IT IS INCUMBENT UPON GOVERNMENT TO IDENTIFY THE MOST URGENT PROBLEMS AND TO ACT ACCORDINGLY.

CERTAINLY ONE OF THE MOST PRESSING QUESTIONS FACING THE PROVINCE TODAY --- AND ONE THAT HAS DRAWN A FIRM RESPONSE FROM GOVERNMENT --- IS TAX REFORM.

TWO YEARS AGO, THE GOVERNMENT EMBARKED ON A MAJOR, LONG-TERM PROGRAM TO REFORM THE PROVINCIAL SYSTEM OF TAXATION. THREE PRINCIPAL OBJECTIVES WERE SET OUT: 1) TO REDUCE THE BURDEN AND REGRESSIVE NATURE OF THE REAL PROPERTY TAX, 2) TO BROADEN THE BASE OF REAL PROPERTY TAX, AND 3) TO ENSURE THAT THE BURDEN OF LOCAL TAXATION IS REASONABLE WHEN COMBINED WITH THE TOTAL TAXES BEING CARRIED BY THE TAX PAYER.

WHILE WE ARE PURSUING THOSE ULTIMATE OBJECTIVES VIGOROUSLY, THE IMMEDIATE ADOPTION OF OUR TOTAL TAX REFORM PROGRAM HAS BEEN SOMEWHAT COMPLICATED BY THE UNSETTLED QUESTION OF TAX REFORM AT THE FEDERAL LEVEL, AND BY THE PRACTICAL IMPOSSIBILITY OF COMPLETING THE PROGRAM OF PROVINCE-WIDE PROPERTY ASSESSMENT BY 1975.

IT WAS CLEAR TO THE GOVERNMENT THAT THE LONG-TERM REFORM PROGRAM OFFERED SUBSTANTIAL HOPE FOR ONTARIO TAXPAYERS IN THE YEARS AHEAD. BUT YET, THERE WERE AREAS THAT COULD NOT WAIT FOR IMPLEMENTATION OF THE FULL REFORM PROGRAM. THERE WERE AREAS THAT REQUIRED IMMEDIATE ACTION, AND I WOULD LIKE TO MENTION A FEW OF THESE IN A MOMENT OR TWO.



ASSESSMENT PROGRAM:

OUR ATTEMPTS TO GUIDE ECONOMIC GROWTH THROUGH A PROPER REFORM OF THE LOCAL SYSTEM OF TAXATION ARE JUSTIFIABLE. YET IT IS NOT A SIMPLE TASK, DESPITE ITS OBVIOUS THEORETICAL MERITS.

IT WILL TAKE LARGE SUMS OF MONEY TO DO THE JOB. WE MUST COME TO GRIPS WITH THAT FACT.

LOCAL GOVERNMENTS ARE HAMPERED AND FRUSTRATED IN REACHING THEIR FULL CAPACITY BY A SERIOUS INADEQUACY OF FINANCIAL RESOURCES. THE RESULT IS, IN SOME CASES, AN INADEQUATE JOB THAT FAILS TO MEET THE NEEDS OF THE MUNICIPALITY AND ITS PEOPLE.

A NECESSARY FIRST-STEP IN EQUIPPING THE MUNICIPALITIES TO DO THE JOB --- IN REFORMING OUR SYSTEM OF LOCAL TAXATION --- WAS THE REASSESSMENT OF ALL PROPERTIES IN ONTARIO.

WE HOPE TO REASSESS THE WHOLE PROVINCE AT MARKET VALUE BEFORE 1975. HOWEVER, WE WILL NOT RETURN MARKET VALUE ROLLS IN COMMUNITIES WHERE THERE IS A SUBSTANTIAL SHIFT IN THE PROPERTY TAX BURDEN FROM ONE CLASS OF PROPERTY TO ANOTHER UNTIL WE HAVE EVALUATED THE IMPACT AND TAKEN APPROPRIATE ACTION TO COUNTERACT IT.





ONCE THE WHOLE PROVINCE HAS BEEN ASSESSED AT MARKET VALUE, WE WILL BE IN A POSITION TO DEVELOP AND COMPLETE THREE MAIN AREAS OF LOCAL TAXATION REFORM. THE FIRST AREA IS THE BROADENING OF THE REAL PROPERTY TAX BASE BY THE REMOVAL OF EXEMPTIONS FROM TAXATION. ALREADY MINERAL PROCESSING PLANTS HAVE BEEN REMOVED FROM THE TAX-EXEMPT CLASS. MUNICIPALITIES CAN ALSO LEVY A TAX NOT EXCEEDING \$25 PER STUDENT ON PROVINCIALY ASSISTED UNIVERSITIES IN LIEU OF PROPERTY TAXES. IN THE FUTURE, WE WILL CONSIDER THE FEASIBILITY OF SUBJECTING OTHER INSTITUTIONS TO MUNICIPAL TAXATION.

THE SECOND AREA OF REFORM CONCERNS THE ACHIEVEMENT OF A MORE NEUTRAL BUSINESS TAX ON COMMERCIAL AND INDUSTRIAL PROPERTIES. THE THIRD AREA CONCERNS THE DISTRIBUTION OF TAX BURDENS AMONG CLASSES OF REAL PROPERTIES. THESE ARE INTER-RELATED SINCE THE RATE OF BUSINESS TAX HAS A DIRECT BEARING ON THE TAXATION OF ALL OTHER CLASSES OF PROPERTY.

THIS WHOLE AREA OF LOCAL TAXATION REFORM IS MOST IMPORTANT. THE MUNICIPALITIES RAISE MORE THAN \$1.5 BILLION A YEAR IN PROPERTY TAXES. THIS AMOUNTS TO ABOUT ONE HALF OF THEIR TOTAL REVENUE.

THE OTHER HALF COMES FROM THE PROVINCIAL GOVERNMENT IN THE FORM OF TRANSFER PAYMENTS AND SOME CONDITIONAL GRANTS. AGAIN, AN EQUITABLE AND UNIFORM ASSESSMENT BASE COMES INTO PLAY HERE AS THE BASIS FOR DISTRIBUTING GRANTS TAKES INTO ACCOUNT ASSESSMENT DATA. IF GRANTS ARE TO BE FAIRLY DISTRIBUTED, THEN ASSESSMENT DATA MUST BE CONSISTENT AND FAIR ACROSS THE PROVINCE.





BUSINESS TAXES:

WHAT DOES PROVINCIAL ASSESSMENT MEAN TO THE BUSINESSMAN? AS YOU KNOW, BUSINESS TAXES ARE BASED ON ASSESSMENT DATA AND ARE IN ADDITION TO PROPERTY TAXES.

AT THE PRESENT TIME, THE GOVERNMENT IS NOT PREPARED TO INTRODUCE SWEEPING CHANGES IN BUSINESS ASSESSMENT. MUCH MORE INFORMATION IS REQUIRED, BASED ON CONSISTENT ASSESSMENT, BEFORE AN EQUITABLE SYSTEM CAN BE INTRODUCED.

IN THE MEANWHILE, WE ARE MOVING TOWARDS A MORE NEUTRAL BUSINESS TAX. IT IS ANTICIPATED THAT IT IS GOING TO TAKE FIVE TO SEVEN YEARS BEFORE WE CAN BRING IT DOWN TO A SINGLE RATE.

WHAT WILL THAT RATE EVENTUALLY BE? WE DO NOT KNOW. BUSINESS TAXES NOW PRODUCE ABOUT \$150 MILLION A YEAR IN REVENUE. THE QUESTION THAT IS POSED IS THIS: WHAT SINGLE RATE OF BUSINESS TAX WOULD PRODUCE THE SAME REVENUE? WILL IT BE 40 PER CENT OR 60 PER CENT OR 75 PER CENT? MORE INFORMATION IS NEEDED BEFORE A DECISION CAN BE MADE.

AS AN INTERIM MOVE, THE RANGE OF BUSINESS TAXES ON DIFFERENT CATEGORIES OF BUSINESS HAS BEEN NARROWED. WE EXPECTED TO MOVE CLOSER TO A SINGLE BUSINESS TAX BY STAGES DURING THE NEXT FEW YEARS.



WHILE AWAITING THE COMPLETION OF MARKET VALUE ASSESSMENT AND A COMPLETE OVERHAUL OF THE TAX SYSTEM, THE GOVERNMENT OF ONTARIO HAS TAKEN A NUMBER OF SPECIFIC STEPS TO EASE THE BURDEN OF PROPERTY TAXES.

THESE INCLUDE THE RESIDENTIAL PROPERTY TAX REDUCTION PROGRAM.. ASSUMPTION BY THE PROVINCE OF THE FULL COSTS FOR THE ADMINISTRATION OF JUSTICE AND THE ADMINISTRATION OF ASSESSMENT .. INCREASED PROVINCIAL GRANTS TO SCHOOLS .. INCREASED PROVINCIAL SUBSIDIES TO CITIES AND SEPARATED TOWNS FOR ROAD AND STREET MAINTENANCE AND CONSTRUCTION .. AND FINANCIAL ASSISTANCE TO ESTABLISH NEW WATER AND SEWAGE FACILITIES. THE COST OF THESE AND OTHER MEASURES TO REDUCE THE PROPERTY TAX BURDEN OVER THE LAST TWO YEARS HAS TOTALLED MORE THAN \$400 MILLION.

RECENTLY, THE GOVERNMENT HAS LAUNCHED TWO PROGRAMS THAT WILL PROVIDE SPECIFIC RELIEF FROM PROPERTY TAXES FOR PENSIONERS AND FARMERS.

ALL ELIGIBLE RESIDENTS OF ONTARIO WHO RECEIVE THE FEDERAL GUARANTEED INCOME SUPPLEMENT WILL RECEIVE A BASIC \$50 PAYMENT BY THE END OF THIS YEAR TO APPLY TO THEIR TAXES, AND CAN, BY FILLING IN A SIMPLE QUESTIONNAIRE, CLAIM UP TO \$100 PER HOUSEHOLD.





THE EFFECT OF THIS NEW PLAN COMBINED WITH THE PROPERTY TAX REDUCTION PROGRAM COULD ELIMINATE PROPERTY TAXES ENTIRELY FOR MANY OF OUR ELDERLY PEOPLE WHO ARE LIVING IN MODEST ACCOMMODATIONS.

THE SECOND MEASURE WILL RELIEVE SOME OF THE PROPERTY TAX BURDEN ON ANOTHER PARTICULARLY HARD-PRESSED GROUP OF TAXPAYERS, OUR FARMER. ALL OWNERS OF LAND ASSESSED FOR FARMING WILL RECEIVE A DIRECT PAYMENT EQUAL TO 25 PER CENT OF THEIR NET 1970 PROPERTY TAXES.

THIS LEGISLATION DOES PROVIDE, HOWEVER, THAT SHOULD THE PROPERTY CHANGE USE AND, THEREFORE, CEASE TO QUALIFY AS FARMLAND AT ANY TIME BEFORE 1980, THE PROPERTY OWNER WILL BE REQUIRED TO PAY BACK TO THE PROVINCE THE AMOUNT HE RECEIVED, AT AN APPROPRIATE RATE OF INTEREST.

THIS STIPULATION RECOGNIZES THAT NOT ALL FARMLANDS ARE BEING USED AT PRESENT FOR FARMING PURPOSES, BUT ARE BEING HELD ON SPECULATION. THE PROVISION, THEREFORE, PREVENTS AN ABUSE OF THE ASSISTANCE AVAILABLE TO BONA FIDE FARMERS.





REASSESSMENT AT MARKET VALUE HAS ALREADY BEEN COMPLETED IN THE COUNTIES OF YORK AND PEEL. MOST OF THE WORK HAD ALREADY BEEN DONE BEFORE THE PROVINCE TOOK OVER THE ASSESSMENT FUNCTION FROM THE MUNICIPALITIES. BECAUSE THE REASSESSMENT IS COMPLETE WE HAVE BEEN ABLE TO START THE WORK OF DEVELOPING A PROPERTY TAX STRUCTURE BASED ON THE REASSESSED VALUES. THE NEW STRUCTURE WILL DETERMINE A STABLE AND EQUITABLE DISTRIBUTION OF LOCAL TAXATION BETWEEN PROPERTY OWNERS AND WE INTEND TO DEVELOP IT DURING 1971. AS REASSESSMENT IS COMPLETED IN OTHER COUNTIES, REGIONS AND DISTRICTS WE WILL BE ABLE TO EXTEND THE NEW STRUCTURE TO THEM FOR IT WILL BE FLEXIBLE ENOUGH TO BE ADAPTED TO THE CIRCUMSTANCES OF THE MUNICIPALITIES INTO WHICH IT IS INTRODUCED.

WE RECOGNIZE THAT THE MUNICIPALITIES MUST HAVE MORE MONEY. WE CONTINUE TO ASK THE FEDERAL GOVERNMENT FOR MORE ROOM IN THE INCOME TAX FIELD SO THAT WE WILL HAVE INCREASED FUNDS TO TRANSFER TO THE MUNICIPALITIES.

SO, AS YOU CAN SEE, TAXATION REFORM HAS MANY ASPECTS. SEVERAL INTERIM STEPS HAVE BEEN TAKEN AND ARE BEING CONTEMPLATED. BUT, BEFORE ANY MAJOR CHANGES CAN BE MADE IN THE LOCAL TAXATION SYSTEM, IT IS ESSENTIAL TO COMPLETE THE MARKET VALUE ASSESSMENT PROGRAM.

THESE ARE IMPORTANT AREAS OF REFORM --- OFFERING RELIEF TO KEY SECTORS OF OUR SOCIETY. BUT THEY REPRESENT ONLY PART OF THE JOB.



THE GOVERNMENT OF ONTARIO HAS LAUNCHED OTHER PROGRAMS THAT WILL PLAY A VITAL ROLE IN SHAPING THE DESTINY OF THIS PROVINCE. REGIONAL DEVELOPMENT --- BRINGING OUR ASPIRATIONS FOR A BETTER ENVIRONMENT AND A MORE THOUGHTFUL USE OF OUR LAND INTO LINE WITH THE REALITIES AND THE DEMANDS OF ECONOMIC PROGRESS. REGIONAL GOVERNMENT AND LOCAL GOVERNMENT REFORM GENERALLY --- EQUIPPING OUR MUNICIPAL LEADERS WITH THE TOOLS TO DO THE JOB EXPECTED OF THEM, THE JOB THEY ARE CAPABLE OF DOING.

THESE ARE REALISTIC PROGRAMS WITH PRACTICAL OBJECTIVES. YET, AS PRACTICAL AND AS FEASIBLE AS THEY MAY BE, THESE ARE PROGRAMS THAT EMBRACE A GREAT IDEAL THAT SPEAKS NOT OF JUST "MORE THINGS" FOR THE PEOPLE OF ONTARIO, BUT A "BETTER LIFE". PLANS THAT CONSIDER THE INTRICATE AND DELICATE INVOLVEMENT OF THE INDIVIDUAL IN THE EVENTS THAT INFLUENCE HIS LIFE. PLANS THAT WORRY ABOUT HOW THE HUMAN ELEMENT FITS INTO THIS BROAD PICTURE.

PERHAPS THIS IS THE IMPORTANT LESSON WE HAVE TO LEARN. TO DO WHAT IS BEST FOR THE INDIVIDUAL, AND FOR HIS CHILDREN, IS TO LEARN A GREAT DEAL ABOUT HOW WE LIVE.

GOVERNMENT DOES NOT HAVE ALL THE ANSWERS. NOR CAN IT PRETEND TO. BUT WE HAVE MADE A START. WHERE WE GO FROM HERE DEPENDS UPON A LOT OF THINGS --- ONE OF THE MOST IMPORTANT IS THE CONCERN AND AWARENESS OF PEOPLE SUCH AS THOSE GATHERED HERE TONIGHT.

BETWEEN US I THINK WE CAN DO THE JOB. I THINK WE MUST.

THANK YOU VERY MUCH.





Address by

HONOURABLE W.DARCY McKEOUGH

MINISTER

DEPARTMENT OF MUNICIPAL AFFAIRS

"PLANNING AND DEVELOPMENT  
NORFOLK-HALDIMAND COUNTIES"

Jarvis Community Centre,  
Monday, March 17, 1969.



About ten months have slipped by since I met with many of you last May 9th in Simcoe and some of you later in Toronto. Events have not stood still during the interval.

The Steel Company of Canada has gone ahead with its plans for locating a major steel-producing complex in this area. Other industrial firms are considering the prospects of establishing plants here, and many of you will know that the prospects of making some money out of dealing in land is being explored by neighbour and stranger alike. Ontario Hydro's construction program is proceeding , and the area seems to be on the verge of another railroad-building period. It's common knowledge that this part of Ontario is on the move, and it's probably safe to say that we really haven't seen anything yet. In other words, what is happening now promises to be only the beginning of more exciting things to come.

Most of us have had enough experience in human affairs to know that action is not always progress. Some activities work against progress while others, although good in themselves, produce far less benefit than they would if they were properly co-ordinated with related activities. And in many aspects of building and maintaining healthy communities, there is no automatic process that guarantees that the host of decisions and actions by individuals, by business firms, municipal authorities, and by provincial and federal authorities will fit together into a neat and satisfactory package. Bringing these decisions and actions into harmony takes understanding, good will and hard work.

This process is called planning.



Planning is not something that municipal councils can accept or reject at will .. that is, if they are to carry out their responsibilities properly. Particularly where urban development exists or is in prospect, a municipal council really has no alternative but to establish a plan as a basis for capital expenditures, decisions on public works, and justification for the various regulations that are necessary if ordinary citizens are to be protected in the way they want to live. This all may seem straightforward and logical where urban development is confined to a single local municipality, but this is a very rare situation under to-day's conditions.

Certainly it is a situation that does not exist in this part of Ontario. Urban development spreads beyond the borders of town and villages into adjoining rural municipalities. This means that, to be effective, planning programs must extend over groups of municipalities. Understanding, goodwill, and hard work are not enough here. We must add the machinery necessary for carrying out a planning program jointly for all the municipalities concerned. And it is not enough merely to set up the machinery for preparing sound plans.

It is just as important to ensure that the local-government system, including the structure of local government, the responsibilities and authority of local-government units, and the resources available to local government, are adequate to implement the plan properly.

When I spoke in Simcoe last May 9th and in Toronto in June, I tried to emphasize the great importance of carrying out an





effective planning program for this area. I urged the councils of the towns, villages and townships to ensure that they have at least sub-division control and land-use regulations in force on lands not already developed for urban purposes within their boundaries. I was careful to avoid suggesting that each municipality should develop elaborate official plans and zoning by-laws at that time and I pointed out the necessity of developing an over-all plan and comprehensive development policies for the whole area before detailed plans and regulations are prepared for individual local municipalities.

It is generally accepted that one of the most basic and urgently required measures in areas experiencing or expecting urban development is subdivision control. Most municipalities in this area have recognized the need to pass subdivision control by-laws but a few have not taken the necessary action. To help protect these municipalities from the dangers of haphazard and unregulated land subdivision, I recently made orders under The Planning Act to establish subdivision control in four townships in Haldimand and Norfolk Counties. I have already written to the councils of these four townships offering to rescind these orders if the Councils wish to pass the appropriate by-laws themselves.

One of the specific suggestions I made last May was the establishment of a joint planning board covering at least the Counties of Haldimand and Norfolk. Detailed specific proposals for such a board were discussed with representatives of the two county councils, commencing with the meeting in Toronto last June.



I also arranged for a planning appraisal of the area to be started and for members of the staff of the Department to be available to advise individual councils on the short-term measures they should take to protect themselves until a thorough-going planning program can be completed. Members of the staff have met with municipal councils in Haldimand and Norfolk Counties on a number of occasions in the past year to discuss these matters.

Two other important points I tried to make last May had to do with direct provincial assistance in carrying out a planning program. The first of these was the offer of financial assistance if a joint planning board were established for the two counties and if it undertook the carrying out of an effective planning program. The second was the recognition of the need for adequate co-ordination between the activities of various departments and agencies of the provincial government relating to the area and the plans that are developed for the area itself.

I admit to being disappointed that the idea of a joint planning board has not met with ready acceptance but at the same time I can understand the hesitation and reservations of the councils concerned. I do know that Haldimand and Norfolk Counties have each set their own planning committees, of course. The importance and urgency of getting a sound planning program under way are becoming greater as time goes by, however, and we cannot delay positive steps any longer .. and that is why we have invited you here this evening, so that I may explain to you how we intend to translate into action the offers of assistance we have made.





Two months ago the Prime Minister, the Honourable John P. Robarts, and I announced a broad program of local-government reform in Ontario. Many of you will have seen these statements published under the title "Design for Development, Phase Two". This is a further step from "Design for Development, Phase One", which emphasized the economic development of the Province and its region.

Now this is what we intend to do here.

The Provincial Government has authorized the hiring of a small staff to be attached to the Department of Municipal Affairs to prepare a plan to guide development of the area and to examine the structure of municipal government and propose any changes that may appear desirable.

This program and its staff will be closely integrated with the program and committee structure outlined in Design for Development, Phases I and II, for the broad regional development of the Province. It will take into account, among other matters, the recommendations from the Lake Erie and Niagara Regional Development Councils recently submitted to the Provincial Government.

The primary emphasis during the first stage of this program will be on planning through the preparation of guidelines to assist in the rational and orderly development of this area. This is not, however, the only objective we have in mind. We must also work together in a detailed study of our local government structure so that we can create a municipal system strong enough to meet the many pressured now emerging in this area through the development of a highly sophisticated, efficient municipal administration.



In Design for Development, Phase II, I indicated that several areas in the Province have been, or will be, the subject of detailed study of existing local-government institutions leading to proposals for regional government. As I said then, one of the areas which we believe warrants a high priority for study is Haldimand-Norfolk. I expect that the small staff I referred to earlier, working very closely with the municipalities here, will be in the best position to formulate a specific proposal for local-government reorganization in this area. They will be able to do this by building upon their economic and social studies and projections prepared when developing their planning guidelines. For the first time in Ontario we will have the opportunity of designing a local government structure "tailor-made" to meet the specific needs of the area, and to do this before the developmental problems become overwhelming. Regional Government will provide the means whereby we will be able to extend the benefits of industrialization throughout the area.

Thus, one of the basic questions that we hope this study will answer is: what is the appropriate area for regional government in this part of Ontario? This means that any proposal for regional government must look very carefully at development in neighbouring areas. And some of your neighbours have been very active indeed. We have been working closely with the Counties of Lincoln and Welland and I hope to be able to introduce legislation establishing regional government in the Niagara Peninsula next month.





The County of Wentworth and the City of Hamilton are now participating in a detailed study of their local-government structure. In fact, public hearings began last week. I expect to have a report by the end of this year and hope to make a regional-government proposal to the area shortly thereafter.

The City of Brantford and Brant County have also engaged in discussion and study of local-government reform. Two years ago we published a book of basic information to assist these discussions, and since then I have met with both the city and the county. I understand that the possibility of amalgamating the City of Brantford and Brantford Township is being considered seriously. I believe we should encourage such a step because this would appear to be a logical step in the local-government reform process. In the long-run, one of the most important questions in determining the shape of regional government in this area will be the relationship between the City of Brantford, Brant County, and Haldimand-Norfolk.

The Haldimand-Norfolk program will not be carried out in isolation. There will be full and complete consultation with the councils and staffs of the counties and local municipalities. This consultation will include the planning boards and all other local agencies interested in growth and change in the area and in the best form of local government for the area. There will be close contact, too, with the major industrial and commercial interests that become involved in development here. These firms have a vital and legitimate stake in the quality of planning and local government in the area and they will also have a valuable contribution to make in the discussions that lead up to a policy



decisions. Certainly their own development plans must be considered in any planning being done by public agencies. The Steel Company of Canada is energetically pursuing its own planning program and it has stressed the importance of co-ordinating its plan with those of neighbouring municipalities.

The new staff will also keep in close touch with each of the departments of the new provincial government that will be involved in any substantial way with its development here. We want to ensure that the plans and programs of provincial agencies will be thoroughly meshed with the planning for the area itself, so that local and provincial plans support and re-inforce each other within the context of provincial regional development strategy. This day-to-day contact will also permit us to develop proposals for modifying the local-government structure in a way that will facilitate the most effective co-ordination of provincial and local plans and activities in the future.

So that we may be able to maintain maximum contact with municipal councils and staff, with planning boards, with regional development councils, conservation authorities, and other local authorities, with regional advisory boards and other field staff of provincial agencies, and with industrial and commercial enterprises becoming established here, we intend to open an office in this general area and to maintain part of the new staff in this location.



There will be other advantages to this arrangement, too, We will be able to keep much better informed of day-to-day developments in the area, and we will be much better equipped to offer advice to councils, planning boards and committees of adjustment concerning problems that may arise in connection with the interim measures that will be necessary while the over-all planning program is being carried out.

I am convinced that the promise and the challenge that the anticipated development of this area hold are great enough and important enough to justify our taking new directions. Accordingly, some aspects of the approach I have outlined to you this evening are unique in our experience in Ontario. First, setting up a special staff whose responsibilities are limited to the problems of this one area of the province is intended to guarantee that the needs of the area for planning and for re-organization of local government is given full attention. All too often our resources are so strained that we cannot afford the luxury of assigning a staff to a single section of the province, with the result that limited staff must divide their attention between a number of projects. We do not intend to let this happen here. Second, combining an examination of local-government organizations with the function of developing a plan for the area should help to ensure that the plan and development policies will be reflected in a structure of local government that can implement the plan, administer the policies, and provide all of the appropriate services as economically as possible. Or, to put it the other way around, this approach should result in the creation of a system of local government with a plan of development that is carefully adjusted to the capacity of the local-government structure for carrying out the plan.





I have stressed the need for pressing on as quickly as possible with the program of planning and of examining the local-government system in this area. I am happy to be able to report that we have secured the services of a highly competent man to act as the technical and administrative head of the staff that we are establishing to carry out this program. He is Mr. Nigel Richardson, and he officially started work with us to-day.

Mr. Richardson is highly qualified in the fields of planning, having received degrees from McGill and from the University of Liverpool. His professional planning experience spans almost 15 years and he has been fortunate enough to have gained this experience in a wide range of settings, including the United Kingdom, British Columbia and Ontario. In his professional planning experience, he worked for municipalities in the United Kingdom and in Ontario, for a joint planning board in British Columbia and for a private planning consulting firm based in this part of Ontario. He holds membership in professional associations in Canada and the United Kingdom.

In addition to his academic qualifications and the excellent technical experience he has had, Mr. Richardson brings to this job another highly valuable attribute .. keen interest in working in this area and with the municipal councillors and officials and the various other local authorities in the area. I find him to be a very sincere and approachable man.

Starting almost immediately, he will be spending a considerable amount of time in your midst and will be meeting most of you in the course of his duties within the next few weeks.



I would like to say a few more words about keeping everybody informed of what is going on and of ensuring that we have the benefit of all relevant information and useful ideas in carrying out the program for this area.

I have no fixed view on what formal organization we should set up. Forming a joint planning board for the two counties with the possibility of providing a measure of participation by Brant County and perhaps the City of Brantford, is one possible choice. Another approach might be the creation of a joint committee of representatives of the county councils, providing we could keep the size of the committee within manageable limits. Still another possibility would be to deal with the individual committees already established by each of the counties. We would very much like to hear from the councils what their preference might be. I fully appreciate that the fact of adequate consultation is much more important than the form of consultation and that the most useful contacts will often be informal ones. The local office we intend to establish should go a long way to ensuring almost continuous informal contact with municipalities, planning boards, and other interested agencies.

Running through all of the policies administered in the Department of Municipal Affairs is the principle that every one of the Department's programs should strengthen local government .. including regional government .. and should improve the capacity of our local-government institutions to carry out the responsibilities delegated to them.



The arrangements I have outlined to you this evening are no exception. An important objective of these arrangements is to help municipal councillors and staff in the area to bring the local-government system into line with the new and pressing demands in prospect for this part of Ontario. Only by doing this can we make sure that the effective decisions in matters of primarily local concern are made by the councils elected for this purpose by the people in the area.

As I have already indicated, we are embarking here on a course that is new and challenging. The measure of success we achieve will depend upon the degree to which we all work together co-operatively to reach our common objectives. The Provincial Government is showing its faith in this area by setting up the special arrangements I have described this evening. I am fully confident that those in elective and appointive office will do their part. We can reasonably expect that the result will be to the advantage of all of us.





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ADDRESS BY:

THE HONOURABLE W. DARCY McKEOUGH

MINISTER

DEPARTMENT OF MUNICIPAL AFFAIRS

TO:

THE ROTARY CLUB

ST. CATHARINES

THURSDAY, JANUARY 29, 1970.



Mr. Chairman, before I begin, I would like to express my thanks for this opportunity to speak to you, particularly since it gives me a chance to assess, firsthand, reaction here to the newly formed regional municipality of Niagara, of which your city is such a vital part.

As Minister of Municipal Affairs, it is my privilege to be personally involved in this program, but I must point out that it is only one part of a quartet that I refer to as the four thrusts of financial and municipal reform.

These reform programs were outlined by the Provincial Treasurer in his Budget White Paper last year. They have important consequences for every citizen and every community in our Province. Perhaps I could briefly review them for you.



The first thrust -- reform of provincial taxation -- has been under intensive study by the Government of Ontario for a number of years. We are all aware that the present system is lacking in terms of equity, efficiency and -- most crucially important -- in the capacity to raise necessary provincial funds. The provincial tax system must be so designed that it will be capable of equitably providing larger financial transfers to local municipalities and school boards.

The second thrust is the reform of aid to municipal government. Not only is more assistance required, but there is a great need for reform in the kind of aid given. For example, I am satisfied that much more assistance ought to be given by way of unconditional subsidies rather than through grants with strings attached. To do this, we are faced with the urgent need to be able to assess much more accurately than in the past the needs and resources of each municipality.

The third thrust is the reform of local government structure. This is a long-term program to strengthen municipal government and to help it meet the social and financial pressures in a modern environment that is changing at an unbelievable speed.





This reform is being realized by means of three interrelated and complementary programs: first, the creation of larger school boards undertaken by the Department of Education; second, the consolidation of existing local municipalities; and third, the establishment of a system of regional governments.

The fourth thrust is the reform of local taxation, .... and it is about local taxation and our reform program that I want to speak to you tonight.

The simple fact is that the burden of local taxes is not fairly distributed among the people who must bear it -- property owners and tenants.

In order to reform the local taxation system, we must first reform the local property assessment system because taxes are based on property assessment, and until we have equitable property assessment, we cannot have equitable taxation.

Municipalities use assessment figures as the base for setting real estate taxes, which are the prime revenue source for local governments, producing more than one billion dollars worth of income a year.



These figures are also used to establish business taxes, in addition to property taxes, and these produce about \$150 million a year in income.

They are used by the Provincial Government for determining grants to municipalities. These grants total more than one billion dollars a year and are based, to a large extent, on formulae that take into account assessment data.

So, as you can see, the raising and distribution of a great deal of money rides on assessment information. Consequently, it is vitally important that property assessment be accurate, consistent and equitable.

The fact is that in the past, property assessment, -- viewed from a province-wide perspective -- was not accurate, not consistent and not equitable.

To aid in remedying this situation, the function of property assessment was assumed by the Assessment Division of my department as of the first of the year. The urgency of, and the need for, this action is widely acknowledged.



What are our objectives in this action?

Firstly, the Province will apply uniform assessment standards throughout Ontario. This means that no property owner will suffer discrimination just because the municipality in which he is located assesses property on a different basis from its neighbouring municipalities. Under provincial administration, the same assessment techniques will be used on all properties in all parts of the Province.

Secondly, the Province will assess properties at market value -- and maintain market value assessment. This means that the valuation standard will be publicly known. As a valuation principle, it is as fair to one property owner as it is to another.

Thirdly, the Province will have more accurate assessment data for the equitable distribution of grants to the municipalities. In this way, no municipality will receive less than its fair share of provincial aid because of inadequacies and inconsistencies in assessment.





Fourthly, the Province will train and retrain its assessors, as necessary, so that a high level of professionalism is maintained in all valuation work.

The question that is probably foremost in your minds is what does assessment at market value mean to you as a taxpayer and homeowner? Let us begin by looking at what will happen to property taxes. Generally speaking some property owners can expect to pay more in property taxes, others can expect to pay less and some will pay the same as they pay now. This, of course, does not take into consideration any normal increase in the mill rate decided upon by the local municipality.

Assessment at market value does not, of itself, affect the actual level of taxation.

For example, if the assessment in a municipality is changed from one-third of market value to full market value, then the mill rate would drop to one-third of its present level in order to raise the same amount of revenue. The taxation in dollars on a home would not be changed by the different method of assessment. It would only be changed if the more accurate assessment method showed that particular home should, in fairness, be paying more (or less) taxes in relation to other owners of like properties.



You will have noticed in the press that there is no shortage of speculation that market value assessment will spell ruin for some homeowners. In some county areas, where market value assessment programs have been carried out, local politicians and land owners have been quoted as saying that senior citizens will be taxed off the little piece of land that they own.

Let me make this perfectly clear -- we have no intention of sitting back and seeing pensioners being forced to sell their homes in order to meet increased tax bills. We in the Ontario Government are not insensitive to the problems that may be created for specific groups such as our senior citizens.

When we have completed our market value assessment programs, we will have the necessary data to work with, and we will be in a position to deal with any problems which may arise in concrete and realistic terms.

Based upon information we have gathered, we have been able to identify two specific problem areas which may require detailed examination. One is the shift of the tax burden within a class of properties, such as from newer homes onto older homes which have been relatively under-assessed by comparison. Another example



of this type of shift within a class of properties is a shift from apartment buildings to single-family homes. This is likely to occur in densely populated areas such as Hamilton and Metro Toronto. In these areas, for example, apartment buildings have paid taxes on an assessment of 40% of market value. By comparison, single homes have been assessed at 17% of market value.

A second large problem area could occur if market value assessment causes a tax shift from one class of property to another class. For example in some municipalities, the tax load could move from commercial and industrial properties onto residential properties. In other areas the shift could be in the opposite direction.

We do not know yet the magnitude of any possible tax shift problems. First we must reassess all properties on the same basis -- at market value. With this information we can then predict what will happen to taxes and thus determine if there will be any undesirable tax shifts.

If there is a dramatic shift in the tax load that could cause hardship on homeowners we will definitely take action to cushion the blow, and depending on the specific problem, any one of a number of possible remedies may be applied.





We have under consideration at least five remedies.

Firstly, we could increase the per capita grants to municipalities. These grants are designed to alleviate the municipal tax burden on residential property owners.

Secondly, we could tax business properties on 100% of market value assessment, keep business taxes - which are in addition to property taxes - at present rates, and tax residential properties at less than 100% of market value. This could effectively offset a substantial tax shift from commercial and industrial properties onto residential properties.

Thirdly, we could increase existing grants to municipalities to help them in meeting the cost of providing basic services.

Fourthly, we could reduce the number of properties that are presently exempt from taxation - properties such as universities, hospitals and government-owned institutions. In this way we would increase the municipalities' taxation base and derive increased revenue from a larger number of properties.



Fifthly, the shift could be phased over several years so that the impact in any one year would be minimized.

As you can see, our over-riding concern in establishing this new system of property assessment is to achieve greater equity and fairness in municipal taxation. It is inevitable that this will result in greater benefits to all citizens of Ontario.

I have talked at some length in terms of establishing a system. But a system at times, in striving for perfection, overlooks basic human problems. Thus we are more than willing to make adjustments to the system if we find that our striving ~~for equity penalizes certain~~ groups.

In fact, one week ago I announced measures in connection with another program - the residential property tax reduction - which illustrate the type of changes we will make in order to ensure equal benefits to all citizens through government programs.

As you know, this program was established as a means of providing direct financial aid to homeowners and tenants to ease the growing burden of municipal and education taxes.



This program has been under constant review by the Government in its determination to develop the best possible method of alleviating the weight of local taxes.

Although there have been a few problem areas, the program has worked well since it was introduced in 1968.

Experience has shown that the basic shelter exemption as recommended by the Ontario Committee on Taxation tended to give proportionately more relief to those areas where property values and the level of local taxes are low. Consequently, we have changed the method of calculating the amount of reduction.

In future, the tax reduction will be calculated by using a simple two-part formula. For 1970, the tax reduction will be a standard sum of \$30 plus 10 per cent of the average residential tax paid by householders in that municipality in 1969.

Under the modified tax reduction program, the majority of taxpayers will receive a greater benefit in 1970 than they did in 1969. However, there will be some taxpayers whose tax reduction in 1969 was considerably more

1. The first part of the report is a general introduction to the subject of the study. It discusses the importance of the study and the objectives of the research.

2. The second part of the report is a detailed description of the methodology used in the study. It includes information about the sample size, the data collection methods, and the statistical analysis techniques.

3. The third part of the report is a discussion of the results of the study. It presents the findings of the research and compares them with the previous studies in the field. It also discusses the limitations of the study and the implications of the findings.

4. The fourth part of the report is a conclusion and a summary of the main findings. It provides a clear and concise statement of the research results and their significance.

5. The fifth part of the report is a list of references. It includes all the sources of information used in the study, such as books, articles, and other documents.



than the rebate due in 1970 under the new formula.

In order to avoid an undue reduction in the amount of the payment, it is proposed that no taxpayer will lose more than \$5 in the rebate as compared to 1969. Similarly, it has been decided to place a ceiling of \$15 on the amount of the increase in tax reduction payable to any taxpayer. These proposals are based on reductions for a full year. Proportionate adjustments will be made for householders entitled to the benefit for part of the year only.

In addition to these necessary constraints, certain provisions under the existing legislation will also apply. For example, as in 1969, no taxpayer will receive a tax reduction exceeding 50% of his taxes on any property.

Under the improved program, total payments will increase by 9% over 1969 to an estimated \$136 million in 1970.

The program will continue to be administered through local municipalities and I expect that most municipalities will have made their calculations for the 1970 reductions by the end of March. Indeed they can do so now. Special arrangements will be made with my Department for areas such as Niagara and Thunder Bay in



which the municipal structure was substantially changed last year.

I will be introducing amendments to the existing Act early in the new session of the Legislature to take account of these improvements which, I believe, will produce a more equitable distribution of financial assistance to the Province's home-owners and tenants.

As you can see, the provincial government has no intention of implementing any program - be it revision of assessment, municipal tax reduction, or any other program - in an arbitrary fashion.

On the contrary, we fully realize that major pieces of legislation may have consequences which cannot be foreseen at the time they are implemented, and we are always ready to amend such programs if we feel they are causing hardships for any particular group of citizens in Ontario.

To do otherwise would be a misuse of the powers of our office, and I can assure you, that no one is more aware of that responsibility than those of us who must exercise it. It is for this reason, that my department is in constant contact with municipal officials



and others in order to ensure that our programs do bring about the maximum benefit possible for the citizens of this province.



ADDRESS BY:

THE HONOURABLE W. DARCY McKEOUGH

MINISTER

DEPARTMENT OF MUNICIPAL AFFAIRS.

TO:

THE ONTARIO ASSOCIATION OF RURAL MUNICIPALITIES

HAMILTON

FEBRUARY 9, 1970.





ONCE AGAIN I AM DELIGHTED TO HAVE THE OPPORTUNITY TO ADDRESS YOUR ANNUAL CONVENTION AND TO DRAW INTO SOME KIND OF PERSPECTIVE THE EVENTS OF THE PAST 12 MONTHS.

WHEN WE LAST MET, REGIONAL GOVERNMENT WAS THE MAIN TOPIC UNDER DISCUSSION. WHILE WE ARE STILL CONCERNED WITH THIS PROGRAM, I BELIEVE WE HAVE ALL BECOME MORE FAMILIAR WITH ITS RAMIFICATIONS FOR OUR OWN AREAS. THEREFORE, IT IS NOW BEGINNING TO ASSUME ITS RIGHTFUL ASPECT OF ONLY ONE IN A LARGE NUMBER OF IMPORTANT DEVELOPMENTS TAKING PLACE IN THE PROCESS OF IMPROVING LOCAL GOVERNMENT IN ONTARIO.

A NUMBER OF IMPORTANT PIECES OF LEGISLATION HAVE BEEN PASSED SINCE YOUR LAST CONVENTION. TWO HAVE ESTABLISHED NEW MUNICIPALITIES -- THE CITY OF THUNDER BAY AND THE REGIONAL MUNICIPALITY OF NIAGARA.

THE NEW ASSESSMENT ACT, WHICH WAS PASSED AT THE FALL SESSION, MADE ASSESSMENT A PROVINCIAL RESPONSIBILITY. FURTHER CHANGES REVISED ASSESSMENT APPEAL PROCEDURES, MADE CONCENTRATORS AND SMELTERS OF ORE ASSESSABLE AND TAXABLE, AND SPECIFIED MARKET VALUE AS THE BASIS OF ASSESSMENTS.

A NUMBER OF AMENDMENTS WERE MADE TO THE MUNICIPAL ACT, THE PLANNING ACT AND THE DRAINAGE ACT -- SOME ADDED NEW PROVISIONS WHILE OTHERS WERE OF A CLARIFICATION OR HOUSEKEEPING NATURE ONLY. SOME WERE SIMPLE MODERNIZATION STEPS, SUCH AS THE REMOVAL OF THE \$3,000 CEILING FOR PUBLICIZING A COUNTY AS AN AGRICULTURAL CENTRE.

IN THE PAST YEAR WE HAVE ATTEMPTED TO DO A GREAT DEAL ... NOT ONLY IN TERMS OF MODERNIZING BUT ALSO IN TERMS OF LOOKING AHEAD. OUR AIMS WERE SET OUT BY THE TREASURER OF ONTARIO IN HIS BUDGET WHITE PAPER. COMMONLY REFERRED TO AS THE FOUR THRUSTS OF FINANCIAL AND MUNICIPAL REFORM, THOSE AIMS HAVE IMPORTANT CONSEQUENCES FOR EVERY CITIZEN AND EVERY COMMUNITY IN OUR PROVINCE.

AND MANY OF YOU, I IMAGINE, HAVE HEARD ME TALK ABOUT THE 4 THRUSTS DURING 1969.

INDEED, THE TREASURER AND I ATTENDED SOME 16 MEETINGS, ACROSS THE PROVINCE, TO EXPLAIN OUR POSITION AND TO SEEK YOUR VIEWS.

WE HAD A STRENUOUS BUT REWARDING, SUMMER - AND GAINED NEW INSIGHTS INTO YOUR THINKING. I HOPE THAT YOU, TOO, FOUND THESE EXCHANGES OF VIEWS AND OPINIONS ENLIGHTENING.

DURING THE PAST 12 MONTHS, A NUMBER OF STUDIES HAVE BEEN PRESENTED FOR THE GOVERNMENT'S CONSIDERATION, AND I THOUGHT I MIGHT TALK ABOUT THEM FOR A FEW MINUTES THIS MORNING.

NIAGARA ESCARPMENT

ON DECEMBER 4, THE NIAGARA ESCARPMENT STUDY WAS TABLED IN THE LEGISLATURE. THE ESCARPMENT, WHICH TRAVERSES ONTARIO FROM NIAGARA FALLS TO TOBERMORY, CONSTITUTES AN AREA OF 1,800 SQUARE MILES AND INVOLVES DIRECTLY ABOUT 60 MUNICIPALITIES. THE REPORT EMPHASIZES THAT THE ESCARPMENT IS A UNIQUE RESOURCE WHICH SHOULD BE TREASURED. AMONG THE MORE IMPORTANT PROPOSALS OF THE STUDY ARE: THE PRESERVATION OF THE RECREATIONAL, SCENIC AND GENERAL ENVIRONMENT OF THE ESCARPMENT; THE DEVELOPMENT OF THE ESCARPMENT AS A PARK SYSTEM; AND A SITE DEVELOPMENT APPROACH TO THE EXTRACTIVE INDUSTRY.

THE REPORT HAS NOT BEEN ADOPTED BY THE GOVERNMENT, SINCE SUCH THINGS AS NEW LEGISLATION, SOURCES OF MONEY, PRIORITIES AND IMPLICATIONS MUST BE EXAMINED. HOWEVER, MUCH WORK HAS ALREADY BEEN UNDERTAKEN.

THE DEPARTMENT OF LANDS AND FORESTS HAS SIZEABLE LAND HOLDINGS IN THE ESCARPMENT AREA. THE NIAGARA PARK SYSTEM IS WELL KNOWN. THE DEPARTMENT OF ENERGY AND RESOURCES MANAGEMENT, THROUGH THE CONSERVATION AUTHORITIES, HAS ALSO ACQUIRED CONSIDERABLE HOLDINGS. THESE TWO DEPARTMENTS UNDOUBTEDLY WILL CONTINUE THEIR EFFORTS NOW THAT AN OVERALL PROPOSAL IS AVAILABLE.

MY OWN DEPARTMENT HAS BEEN ACTIVE AS WELL. THE REPORT INDICATES THE NECESSITY OF ESTABLISHING PUBLIC CONTROL OVER THE MANNER IN WHICH LAND IS DIVIDED FOR DEVELOPMENT PURPOSES. IN THE STUDY AREA, WE FOUND THAT ONLY THREE MUNICIPALITIES HAD NOT ENACTED SUBDIVISION CONTROL.

ON NOVEMBER 10, MINISTER'S ORDERS WERE REGISTERED ON THESE MUNICIPALITIES (ST. VINCENTS, EASTNORE AND LINDSAY).

## MINERAL RESOURCES

AS I AM SURE YOU KNOW, A REPORT WAS SUBMITTED TO THE GOVERNMENT DURING THE LATTER PART OF 1969 BY THE MINERAL RESOURCES COMMITTEE. THIS COMMITTEE WAS ESTABLISHED TO STUDY THE MINERAL RESOURCES INDUSTRY IN THE PROVINCE AND TO RECOMMEND CHANGES IN THE EXISTING LEGISLATION WHICH, AS IT NOW STANDS, ENABLES MUNICIPALITIES TO PROHIBIT THE ESTABLISHMENT OF PITS AND QUARRIES WITHIN ALL OR PART OF THEIR AREAS OF JURISIDICITION AND TO REGULATE THE OPERATION OF THOSE THAT EXIST.

OVER THE YEARS MUNICIPALITIES HAVE DEVELOPED A PATCHWORK OF BY-LAWS. WHILE SOME OF THESE ARE BASED ON CONSIDERABLE STUDY AND ARE SOUNDLY FRAMED, MOST ARE INADEQUATE AND OFTEN CONTAIN CONFLICTING AND UNREASONABLE PROVISIONS.

ACCORDINGLY, IT IS NECESSARY TO GIVE SERIOUS CONSIDERATION TO THE NEED FOR FORMULATING PROVINCE-WIDE REGULATIONS WHICH WILL APPLY EQUALLY IN ANY MUNICIPALITY. THIS WOULD INVOLVE PLACING A MUCH GREATER RESPONSIBILITY ON THE PART OF PIT AND QUARRY OWNERS TO FOLLOW RECOGNIZED PROCEDURES TO SAFEGUARD OUR AIR AND WATER, AND TO CARRY OUT REHABILITATION PROGRAMS SO THAT THE SITE OF THE PIT OR QUARRY IS IN AN ACCEPTABLE STATE WHEN OPERATIONS ARE TERMINATED.



FINALLY, I WOULD LIKE TO EMPHASIZE THAT THE REPORT SUGGESTS MUNICIPALITIES SHOULD BE ABLE TO FORMULATE POLICY ON WHERE WITHIN THEIR BOUNDARIES NEW PIT AND QUARRY OPERATIONS SHOULD BE LOCATED. TO MY MIND THIS IS VERY IMPORTANT AND WOULD CONTINUE TO ALLOW MUNICIPALITIES TO PLAN COMPREHENSIVELY FOR THEIR FUTURE DEVELOPMENT.

THE REPORT OF THE MINERAL RESOURCES COMMITTEE HAS NOW BEEN SENT TO ALL MUNICIPALITIES IN THE PROVINCE AND THE GOVERNMENT HAS REQUESTED YOUR COMMENTS ON IT BY THE MIDDLE OF THIS MONTH. I CAN ASSURE YOU THAT THE GOVERNMENT, IN NO WAY, IS COMMITTED TO ANY OF THE SPECIFIC RECOMMENDATIONS THAT HAVE BEEN MADE AND WE WILL GIVE SERIOUS CONSIDERATION TO ANY BRIEFS THAT ARE SUBMITTED.

I AM SURE WE ALL HAVE THE SAME GOAL IN COMMON -- REASONABLE UTILIZATION OF OUR RESOURCES WITHIN A FRAMEWORK THAT WILL ALLOW US TO PROTECT THE AMENITY OF OUR COUNTRYSIDE NOW AND IN THE FUTURE.

CONFLICTS OF INTEREST

IN MY SPEECH TO THE ONTARIO MUNICIPAL ASSOCIATION LAST AUGUST 18TH AT NIAGARA FALLS, I MADE REFERENCE TO THE REPORT OF THE COMMITTEE ON CONFLICTS OF INTEREST. I SAID THEN:

"YOU WILL RECALL THAT EARLY IN MAY OF THIS YEAR, A COPY OF THE REPORT OF THE COMMITTEE ON CONFLICTS OF INTEREST WAS RECEIVED BY EACH OF YOUR MUNICIPALITIES. SINCE THAT TIME, WE HAVE RECEIVED A FEW COMMENTS...BUT SURPRISINGLY FEW.

AT THE MOMENT, CONSIDERATION IS BEING GIVEN TO DRAWING UP THE NECESSARY LEGISLATION TO IMPLEMENT SOME OF THE RECOMMENDATIONS AND I HOPE THAT WE WILL HEAR FROM THE ASSOCIATIONS AND/OR THE MUNICIPALITIES SOON."

THE ONTARIO MUNICIPAL ASSOCIATION HAS SINCE APPOINTED A COMMITTEE, WHICH, INCIDENTALLY, WILL BE MEETING WITH THE ATTORNEY-GENERAL AND MYSELF TWO WEEKS FROM TODAY. THERE HAS, HOWEVER, BEEN LITTLE REACTION FROM THE MUNICIPALITIES.

## UNIFORM BUILDING STANDARDS

BY NOW EVERY MUNICIPALITY AND THE ONTARIO ASSOCIATION OF RURAL MUNICIPALITIES WILL HAVE RECEIVED A COPY OF THE REPORT OF THE COMMITTEE ON UNIFORM BUILDING STANDARDS.

THE REPORT HAS A MESSAGE OF IMPORTANCE FOR US ALL IN ONTARIO AND I HAVE THEREFORE ASKED FOR IT TO BE DISTRIBUTED TO EVERY MUNICIPALITY, TO ALL MEMBERS OF THE LEGISLATURE AND TO THOSE CLOSELY ASSOCIATED WITH THE BUILDING CONSTRUCTION INDUSTRY. ALMOST 2,000 COPIES HAVE BEEN SENT OUT SINCE JANUARY 9, WHEN THE REPORT WAS MADE AVAILABLE TO THE PUBLIC.

CONSTRUCTIVE COMMENTS HAVE BEEN INVITED AND I ESPECIALLY LOOK FORWARD TO HEARING THE VIEW-POINTS OF THIS ASSOCIATION.

THE COMMITTEE RECOMMENDS ADOPTION OF THE NATIONAL BUILDING CODE AND THE PREPARATION OF A SUPPLEMENT TO CONTAIN ONLY STANDARDS THAT CAN BE JUSTIFIED BY MUNICIPALITIES -- STANDARDS THAT ARE NOT NOW IN THE NATIONAL BUILDING CODE. THE SUPPLEMENT WOULD BE KNOWN AS THE ONTARIO BUILDING CODE AND ITS NEED WOULD SHORTLY DISAPPEAR.

THE NATIONAL BUILDING CODE IS ASSOCIATED WITH INFLEXIBILITY BY MANY. I CAN ONLY URGE THOSE WHO SO BELIEVE TO OBTAIN A MUCH BETTER UNDERSTANDING OF THE CODE THROUGH LITERATURE THAT IS AVAILABLE FROM THE NATIONAL RESEARCH COUNCIL AND FROM CONVERSATION WITH OTHERS WHO HAVE HAD EXPERIENCE WITH THE CODE.

FOR THOSE WHO MAY BE CONCERNED, UNIFORM BUILDING STANDARDS NEED NOT RESULT IN ARCHITECTURAL STERILITY. INDEED, A GREATER ARCHITECTURAL VARIETY CAN RESULT.

WHEN YOU READ THE REPORT OF THE COMMITTEE ON UNIFORM BUILDING STANDARDS, YOU WILL FIND THAT 87<sup>1</sup>/<sub>2</sub>% OF THE POPULATION OF ONTARIO LIVES IN MUNICIPALITIES THAT HAVE BUILDING BY-LAWS. I HOPE YOU WILL REMEMBER THAT THE QUALITY OF THOSE BUILDING BY-LAWS COULD NOT BE MEASURED BY THE COMMITTEE. IT IS KNOWN THAT SOME ARE SIMPLE STATEMENTS REQUIRING ALL BUILDINGS IN A MUNICIPALITY TO BE "WELL-BUILT" -- LEAVING THE INTERPRETATION OF "WELL-BUILT" TO THE IMAGINATION AND OFTEN FRUSTRATION OF BOTH THE BUILDER AND THE BUILDING INSPECTOR.

IN ADDITION, WHILE MOST OF THE POPULATION MAY LIVE UNDER THE BENEFIT OF BUILDING BY-LAWS, MUCH OF IT MOVES TO SECONDARY HOMES IN OUR SCENIC AREAS FOR REST, RELAXATION AND RECREATION. NOT ALL RESORT AREAS HAVE BUILDING BY-LAWS THAT COULD NOT BE IMPROVED.

I KNOW THAT YOU ARE INTERESTED IN THE QUALITY OF BUILDINGS IN YOUR MUNICIPALITIES. THE REPORT RECOGNIZES THE NEED TO RETAIN LOCAL INSPECTIONS AND ENFORCEMENT AND COMMENTS ON THIS WILL BE OF SPECIAL INTEREST TO THE GOVERNMENT.

#### FARM ASSESSMENT AND TAXATION

IN JUNE OF LAST YEAR, I APPOINTED A COMMITTEE TO STUDY THE QUESTION OF FARM ASSESSMENT AND TAXATION. I ASKED THE COMMITTEE TO RECOMMEND AN EQUITABLE BASIS ON WHICH FARM PROPERTY TAXES COULD BE LEVIED.

IN THEIR REPORT, THE COMMITTEE PROPOSED A TAXATION SYSTEM THAT WOULD REDUCE PROPERTY TAXES WHERE THEY ARE HIGHEST - AND PARTICULARLY IN THOSE AREAS CLOSE TO EXTENSIVE URBAN DEVELOPMENT. IT WOULD PRODUCE A STABLE TAX BASE WHICH WOULD PROTECT FARMERS FROM THE DRASTIC TAX INCREASES IMPOSED IN THE LAST FEW YEARS.



AGAIN, THIS REPORT WAS MAILED TO ALL MUNICIPALITIES ASKING FOR VIEWS AND COMMENTS.

NORTHERN ONTARIO

THREE OTHER REPORTS WERE SUBMITTED TO ME DURING THIS PAST YEAR ... THOSE CONCERNING STUDIES ON LOCAL GOVERNMENT STRUCTURE IN MUSKOKA, NORTHERN ONTARIO, AND THE HAMILTON-BURLINGTON-WENTWORTH AREA.. THE REPORT ON THE WATERLOO AREA IS EXPECTED WITHIN THE MONTH.

MOST OF YOU WILL BE FAMILIAR WITH THE RECOMMENDATIONS OF THESE REPORTS BUT I MIGHT TAKE A MOMENT TO TALK PARTICULARLY ABOUT THE REPORT OF THE INTER-DEPARTMENTAL COMMITTEE ON GOVERNMENT AT THE DISTRICT LEVEL IN NORTHERN ONTARIO.

AS YOU MAY RECALL, ONE OF THE MAJOR PROPOSALS OF THE LAKEHEAD LOCAL GOVERNMENT REVIEW WAS TO ORGANIZE A REGIONAL GOVERNMENT FOR THE DISTRICT OF THUNDER BAY. SINCE THIS INCLUDED THE RECOMMENDATION THAT THE CONCEPT OF DISTRICT GOVERNMENTS HAVE GENERAL APPLICATION TO THE 11 TERRITORIAL DISTRICTS, AN INTER-DEPARTMENTAL COMMITTEE WAS FORMED TO STUDY THE IMPLICATIONS.

THE COMMITTEE'S REPORT, WHICH WAS TABLED IN THE LEGISLATURE IN OCTOBER, MAKES CERTAIN SUGGESTIONS FOR CHANGE. ITS MAJOR RECOMMENDATION IS THAT THE RESIDENTS OF NORTHERN ONTARIO SHOULD HAVE A PROLONGED OPPORTUNITY TO DISCUSS AMONG THEMSELVES AND WITH REPRESENTATIVES OF THE GOVERNMENT THE KIND OF MUNICIPAL STRUCTURE THEY THINK WILL BE MOST APPROPRIATE IN THE FUTURE FOR THEIR AREA. TO STIMULATE THIS DISCUSSION, THE COMMITTEE SET OUT THREE ALTERNATIVE PROPOSALS FOR GOVERNMENT STRUCTURE IN THE TERRITORIAL DISTRICTS.

THE PRIME MINISTER EMPHASIZED THE NEED FOR LOCAL DISCUSSIONS THROUGHOUT THE NORTH BEFORE ANY ACTION IS TAKEN REGARDING THE PROPOSALS CONTAINED IN THE REPORT.

IN THE ABSENCE OF A COUNTY SYSTEM IN THE TERRITORIAL DISTRICTS, MUNICIPAL ASSOCIATIONS HAVE BEEN ORGANIZED -- SOME AS LONG AS FIFTY YEARS AGO -- TO PROVIDE FOR YEAR TO YEAR COMMUNICATIONS BETWEEN MUNICIPALITIES AND REPRESENTATIONS TO THE GOVERNMENT. I EXPECT THAT THE LEADERSHIP REQUIRED TO ENSURE A THOROUGH REVIEW OF THE INTER-DEPARTMENTAL COMMITTEE'S REPORT WILL COME FROM THESE ASSOCIATIONS.



WHILE IT MAY BE SOME YEARS BEFORE ANY EXTENSIVE REFORM OF MUNICIPAL GOVERNMENT MAY TAKE PLACE IN THE RESPECTIVE DISTRICTS, THERE ARE A NUMBER OF INTER-MUNICIPAL DISCUSSIONS CURRENTLY UNDERWAY IN DIFFERENT PARTS OF NORTHERN ONTARIO WHICH COULD LEAD TO THE CONSOLIDATION OF TWO OR MORE MUNICIPALITIES WITH SOME OF THE SURROUNDING AREAS PRESENTLY WITHOUT MUNICIPAL ORGANIZATION.

IN ADDITION TO STRENGTHENING LOCAL GOVERNMENT, THESE LARGER UNITS WOULD ENSURE A MORE EQUITABLE REPRESENTATION IN THE DISCUSSIONS ON REGIONAL GOVERNMENTS.

THE APPROACH THE GOVERNMENT IS TAKING IN NORTHERN ONTARIO IS CONSISTENT WITH OUR GENERAL APPROACH AND EXPERIENCES THROUGHOUT THE PROVINCE. ANY PROPOSALS FOR MUNICIPAL REFORM ARE A RESPONSE TO OVERTURES AND REQUESTS OF MUNICIPAL COUNCILS CONFRONTED BY THE PROBLEMS WHICH EXTEND BEYOND THEIR BOUNDARIES.

MUNICIPAL ELECTIONS COMMITTEE

IN AUGUST OF 1968, ALSO AT THE O.M.A. MEETING, I ANNOUNCED THE GOVERNMENT INTENDED TO ESTABLISH A COMMITTEE TO EXAMINE PRESENT MUNICIPAL ELECTION PROVISIONS AND ADVISE ME ON ANY CHANGES WHICH MIGHT BE NECESSARY. AT THAT TIME I ALSO EXTENDED AN INVITATION FOR PARTICIPATION BY MUNICIPAL OFFICIALS IN THAT COMMITTEE'S WORK, WHICH INCLUDED EVALUATING THE MUNICIPAL ELECTION PROVISIONS OF VARIOUS ACTS, SUCH AS THE MUNICIPAL ACT, THE VOTERS' LISTS ACT, THE ASSESSMENT ACT AND THE MUNICIPAL FRANCHISE ACT.

A WIDE CROSS-SECTION OF MUNICIPAL OFFICIALS WERE APPOINTED TO THE COMMITTEE AND IT HAS CONCLUDED ITS WORK AND IS ABOUT TO REPORT TO ME. I WILL BE MAILING THIS REPORT TO ALL MUNICIPALITIES TO ELICIT THEIR VIEWS BEFORE THE REPORT IS ACTED UPON.....

I KNOW THAT BY NOW YOU ALL DETECT A COMMON THREAD RUNNING THROUGH MY REMARKS.

THAT THREAD IS THE INVOLVEMENT OF EVERY MUNICIPAL OFFICIAL IN THE EXAMINATION OF ALL THESE REPORTS, - AND IN THE FORMULATION OF OPINION SO ESSENTIAL TO THE PREPARATION OF SOUND LEGISLATION.

ONLY IN THIS WAY CAN WE HONESTLY SAY WE HAVE GOVERNMENT THAT IS FOR, BY AND ABOUT THE PEOPLE.

STAFF FROM THE DEPARTMENT ARE HERE AT THE CONFERENCE TO DISCUSS ANY AND ALL OF THESE MATTERS WITH YOU. THEY ALSO HAVE COPIES OF THE REPORTS I HAVE DISCUSSED.

IF YOU ARE UNABLE TO GET IN TOUCH WITH THEM, YOU CAN GET THE INFORMATION YOU REQUIRE BY WRITING TO THE DEPARTMENT.

THANK YOU ALL FOR GIVING ME THIS OPPORTUNITY.

ADDRESS BY:

THE HONOURABLE W. DARCY MCKEOUGH

MINISTER

DEPARTMENT OF MUNICIPAL AFFAIRS

"DISTRICT MUNICIPALITY OF MUSKOKA"

TOWN OF BRACEBRIDGE

MARCH 9, 1970

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I would like, right at the outset, to welcome you and to thank you for being kind enough to accept my invitation to this meeting. It is almost three years since that meeting of the Muskoka District Council in May 1966, when a formal resolution, supported by 22 of the 24 Muskoka municipalities represented at that meeting, asked the then Minister of Municipal Affairs for a study of the local government structure of the district.

Mr. Donald Paterson was appointed as research director a year later in May, 1967 and as Review Commissioner in the spring of 1968. The Preliminary Recommendations followed that summer and, following intensive discussions between the Commissioner and the councils and people of Muskoka, Mr. Paterson presented his Final Report which I made public here in Bracebridge in July, 1969. I want to thank him again publicly for the excellent work he did on the Muskoka District Local Government Review.

Since that meeting in July, a great number of briefs and letters have been sent to me, meetings have been held here and elsewhere, and members of my staff have met with every municipal council in the district. It has been an intensely interesting period for, while it has become clear that there is virtually unanimous

support for a district government in Muskoka, often spoken of as "a strong District Council", there has been considerable conflict over certain other questions.

What I will be proposing to you tonight will not please everyone in every detail, but I believe that it presents the kind of local government structure that will best serve the interests of the people of Muskoka.

In a way, this controversy is quite similar to one which agitated the people of Muskoka in 1869. In that year, under the leadership of Mr. A. P. Cockburn, the member for the North Riding of Victoria, meetings were held and petitions circulated asking that the townships be united into a junior county, to be called The County of Muskoka. This move, however, brought objections from some of the settlers, and although a bill was introduced into the legislature, it was not passed. A protest meeting was held in Bracebridge to express the indignation of the supporters of the bill, and a resolution that emerged from that meeting claimed that the Legislative Assembly's action in throwing out the bill was "calculated to injure our common interests, and will throw back this District very considerably -- it may be for years." The present Government of Ontario, one hundred and one years later, wants to avoid "throwing



Muskoka back." We can use this opportunity to work together to create the kind of local government structure for Muskoka that will meet not only its present needs, but its future needs as well.

The Paterson Report is fresh enough in everyone's mind that it will not be necessary to reiterate what the Commissioner proposed. His concern, which is shared by virtually everyone we have talked to in Muskoka, is that if the problems of planning and pollution are to be dealt with effectively, local government reorganization is urgently required. I believe that this consensus rules out the possibility of doing nothing.

Another possibility might be to make partial changes and to postpone the day when more fundamental decisions must be made. I am convinced that the urgency of the situation in Muskoka, particularly with regard to pollution, makes such a course unacceptable.

A third possible course of action, in which a dynamic reorganization will be carried out, is the only one which can adequately meet the needs of the people of the district.

### The Proposals

I would like to outline for you the specific proposals that we have developed for Muskoka. As we enter this final phase of creating a new local government system, these proposals will be a basis for future discussions between you people in Muskoka and me and members of my staff. I sincerely hope that you will continue to offer the help and co-operation you have given throughout this project.

### The District Municipality of Muskoka

There will be a two-tier unit of local government for Muskoka. The district tier will cover the Territorial District of Muskoka, plus that part of the unorganized Township of Finlayson in the Territorial District of Nipissing lying between Muskoka and Algonquin Park. This new municipality will be called The District Municipality of Muskoka and will come into operation on January 1st, 1971. The creation of this district tier will enable the people of Muskoka, acting together, to debate district political issues and to adopt policies for the benefit of the entire District -- policies upon which the future growth and environment of Muskoka will depend.

The name "District Municipality" points to the experimental nature of this proposed system of government. I am not proposing a regional government as outlined in our Design for Development -- Phase II statement, and as implemented in Ottawa-Carleton and Niagara. This District Municipality is intended to meet the urgent short-term needs of the District; at some time in the future Muskoka might well want to join with parts of its neighbouring territories to form a regional government.

#### Area Municipalities

In this district system of government which I am proposing, it will be desirable and possible for the local areas to retain a good measure of independence when deciding issues which are the major concern of those areas. It would be a mistake to place all the important functions at the district level, and to leave to the local areas only a symbolic role. But, if the local municipalities are to handle major responsibilities, they will require an effective structure. And this means that they will need both a strong economic base, and a fairly substantial population base. Virtually none of the existing municipalities in Muskoka can meet either of these criteria.

I believe that, if we are to make this new district system of government in Muskoka truly effective, we need to regroup the local municipalities into larger, stronger area municipalities. I realize that many of you have expressed a desire to have a district tier of government with all of the existing municipalities left to form the local tier. But this would be only a partial solution to the problem. Besides causing operational irritations and confusion over representation on district council, it would force more functions to be handled at the district level. This would overload the district government and weaken the local governments. I am convinced that the only reasonable solution for Muskoka is to create a district level of government, and also to consolidate the existing local municipalities into area municipalities.

I have been accused of questioning the capabilities of Muskoka's municipal officials. I want to make it clear that it is the municipal structure that I am questioning, not the abilities of Muskoka people. Muskoka is rich in individuals with the capability of handling their own affairs. What we must do through this proposed two-tier district system is to provide the kind of local government structure that will enable the talents of Muskoka people to be used more effectively.

I believe that the creation of this district government and the larger area municipalities will do this. Moreover, it will do this without sacrificing the values of local democracy that we rightfully cherish. Indeed, it will enhance those values, because the more important the decisions made by local governments, the greater the local interest and involvement will become. And I am convinced that the new area municipalities, although larger, will still provide the kind of access to local representatives and officials that is so essential.

#### The Boundaries of the Area Municipalities

I am proposing that the existing 25 municipalities and the townships without municipal organization be grouped to form six new area municipalities. The area municipality boundaries will follow fairly closely those suggested in the Final Report of the Muskoka District Local Government Review. I may say that certain alterations have been made to meet local wishes. In particular, we have followed existing boundaries as closely as possible so that entire municipalities will be grouped together in the new area municipalities. It is important that communities of interest, as represented by existing boundaries, be kept intact in the new area municipalities, and we have moved from existing boundaries only where absolutely



necessary. A map showing the location of these new boundaries is included in copies of this statement, which will be available later this evening.

The exact details of these internal boundaries should not be viewed as entirely fixed. Naturally, I look to you to give us the benefit of your judgment concerning the exact boundaries and the eventual names for these area municipalities. The names I will be using tonight are for purposes of description only.

To let you visualize the changes we anticipate, I will begin by describing the new municipalities in the western part of the district.

The Township of Georgian Bay will be made up of the Township of Freeman, and the unorganized Townships of Gibson and Baxter. These unorganized areas, and the others included in an area municipality, will for the first time have a voice in local affairs. Statute Labour Boards and Local Roads Boards have played a useful role, but they are no substitute for effective municipal government.

The Township of Muskoka Lakes will be composed of the Town of Bala, the Villages of Port Carling and Windermere, the entire Townships of Cardwell and Watt,

and parts of the Townships of Medora and Wood, Monck and Muskoka as outlined in the Final Report. Full consideration was given to creating two municipalities in this area, but it became obvious that the majority of the population and the needs of this area called for one strong municipality for the Muskoka Lakes. It occurs to me that, to avoid confusion, you might find a different name for this new township.

In the northern part of the district, The Town of Huntsville will comprise the present Town of Huntsville, the Village of Port Sydney, the entire Townships of Stisted and Stephenson, and all of the Townships of Chaffey and Brunel except for a small area around the north-western tip of Peninsula Lake. The reason for this alteration is to place all of Peninsula Lake into one municipality as requested.

The Town of Bracebridge will be made up of the present Town of Bracebridge, the entire Townships of Macaulay, Draper and Oakley, and parts of the Townships of Monck and Muskoka as outlined in the Final Report. Oakley has been included in Bracebridge rather than in Gravenhurst because its road link is toward Bracebridge, and this link will be strengthened once the road is built from Carnarvon in Haliburton through



Oakley. That road will also open up, to a much greater extent, the recreational resources in Oakley, making it imperative to include Oakley in an area municipality.

Part of Draper, perhaps the first three or four concessions in the southern part of the township, might wish to go into the Gravenhurst area. We would like the views of the Draper council and the people in that part of Draper on that question. I realize that Muskoka Township wishes to remain a single unit, but I believe that the new Town of Bracebridge must have some room for expansion to the south of the present town boundary. The lower part of Monck includes some Lake Muskoka shoreline, which Monck would prefer to have included in the Muskoka Lakes Township. But it relates to Bracebridge and clearly belongs in that new municipality.

In the east, The Township of Lake of Bays will be made up of the entire Townships of McLean, Ridout, and Franklin, the unorganized Township of Sinclair, the part of the unorganized Township of Finlayson to be included in Muskoka, and a small part of the Townships of Chaffey and Brunel around Peninsula Lake. The exact boundaries of that area around Peninsula Lake are not yet rigidly defined, and we would like your views on that.

Finally, in the south, The Town of Gravenhurst will be composed of the present Town of Gravenhurst, the entire Townships of Morrison and Ryde, and parts of the Township of Muskoka and the geographical Township of Wood as outlined in the Final Report.

As I said earlier, our future discussions may result in certain adjustments to these boundaries. And adjustments can be made, as conditions in the region change in time. But what must be avoided is a repetition of the annexations of the past, which cause such bitterness and antagonism but which will be inevitable in Muskoka in the immediate future if new area municipalities, such as I am proposing, are not created.

#### Method of Election

The boundary changes I have outlined will, of course, necessitate an election for the district council and the new area municipalities . If, as I hope, the legislation can be passed by the House and receive Royal Assent in June, ...we can aim at early October of this year, possibly Monday, October 5th, as an election date. The Friday and Saturday immediately preceding election day will be advance polling days.

We will be discussing with the Muskoka District Board of Education the possibility of holding both the municipal and school board elections on this same date.

The first term of both area and district councils will be two years, and the elections of 1972 will revert to the normal election dates as set out in The Municipal Act. By that time, we should have new legislation concerning municipal elections and terms of office.

With the elections in early October, the new councils will have time to set up their organizations so as to be ready to assume full responsibility on January 1st, 1971. The existing councils will carry on until the end of this year, when they will be dissolved.

One of the major features of this new system of government will be its ward system. Each area municipality will be divided into a number of wards for election purposes, each with at least one seat on the area council. The boundaries of these wards will be based on the existing boundaries in Muskoka and, except where a municipality is being divided, each existing municipality will be a ward. An exception will be Medora and Wood, where there will be three wards

based on present ward boundaries. Monck will have two wards, each in a different area municipality, as will Muskoka. A map of the proposed wards is included in this statement.

These wards will perpetuate the sense of community that now exists in the municipalities in Muskoka, and will protect the interests of the people in the small communities in this new system. As people in these new area municipalities shift their loyalties to the new boundaries in future years, these wards may not be so necessary. But they are an essential element in the proposal that I am making tonight.

The other major feature of this system of government is its indirect method of election. All members of district council will also sit on one of the area councils; there will be no provision for any directly elected district councillors. This will also protect the smaller communities since, when combined with the ward system, it will mean that the municipalities as they exist today will have a voice on both the area and district councils.

I realize that there are strong arguments for having some directly elected members on district council. Perhaps in future years district council will decide that

this is desirable. But, for the immediate future, I believe it more important to build in representation and protection for the smaller communities at both levels of the new system.

In summary, the membership of the area councils will be made up of a mayor elected from the whole area municipality, and a number of councillors elected from wards, with at least one councillor from each ward.

The district council will be composed of the six mayors of the area municipalities, and either two or three councillors from each municipality. A large ward which has, for example, three area councillors will have one of these three on the district council. A ward that is too small in population to warrant its own member on district council will be grouped with one or more small wards, and one of the area councillors from these wards will sit on district council for the two-year term.

The matter of selection of the first district chairman has caused considerable debate, so I am proposing that the members of the district council choose their own chairman. They will be able to select either a member of district council, or someone in the district who the councillors believe will do the best job.

### System of Representation

This leads directly into the matter of representation on the area and district councils. The ward system makes it difficult to adhere strictly to the principle of representation by population, but the system of representation that I am proposing does not diverge too far from that principle. A detailed outline is included in the copies of my statement. Let me summarize briefly.

The Township of Georgian Bay, with a total population of about 13,000, will have an area council of six -- a mayor, two councillors each from the Baxter and Freeman Wards, and one from Gibson Ward. It will have three members on district council -- the mayor, one from Baxter Ward, and one from a grouping of Freeman and Gibson Wards.

The Township of Muskoka Lakes will have a total population of 22,000. It will have nine wards, with three of these in the present municipality of Medora and Wood. Each ward will have one councillor, and a mayor will bring the total area council size to ten. This area municipality will have four district councillors. This might be considered inequitable in light of its very large population. But it must be remembered that almost 19,000 of its population are cottagers and, in this



light, its representation does seem to be fair. Its district council membership will be composed of the mayor, one from the Medora and Wood Wards, and two from the other wards.

The Town of Gravenhurst, with almost 14,000 people, will have an area council of nine from its four wards -- a mayor, three from the Gravenhurst Ward, two each from the Muskoka South and Morrison Wards, and one from Ryde Ward. On district council will sit the mayor, one each from the Gravenhurst and Muskoka South Wards, and one from a grouping of Morrison and Ryde Wards, for a total of four.

The Town of Bracebridge will have a population of more than 13,000. Its area council will have nine members -- a mayor, three councillors from Bracebridge Ward, and one each from the other five wards. Two of these latter five councillors will sit on district council, along with the mayor and one councillor from the Bracebridge Ward, for a total of four.

The Town of Huntsville will have about 13,500 people and an area council of ten from its six wards. That council will be composed of a mayor, two councillors each from the Huntsville and Chaffey Wards, and one each from the other four wards. This area municipality



will have four members on district council -- the mayor, one each from Huntsville and Chaffey Wards, and one from the grouping of the other four wards.

The Township of Lake of Bays, with a population of almost 10,000 and four wards, will have a mayor, two councillors from Franklin Ward, and one each from the other three wards, for a total of six. It will have three members on district council -- the mayor and two of its five area councillors.

District council will therefore have a total of twenty-two members. This is not too large a council to be effective, and yet it is large enough to spread the work load around and to provide enough members for the various committees. I do not believe that the work load will be onerous in terms of time -- district council will probably meet only once a month.

#### The Distribution of Functions

I would now like to turn my attention to the distribution of functions.

A number of area-wide services and responsibilities will be transferred to the district council. Perhaps later other services may be put at the district level if the council and a majority of the area municipalities request this.

The following functions will be the responsibility of the district council:

A. District Tax Levy

The district council will be responsible for making a tax levy for district purposes, which will be collected by the area municipalities. There will be considerable variation in the kind of development that exists within the area municipalities and, as a result, corresponding variations in the demand for services to be provided. The variation in benefits received will be accounted for by a system of differential taxation. Some of the area municipalities will be, for the most part, rural-recreational areas which neither need, nor want, expensive urban-type services. It is imperative that these basically rural sections be protected by careful definition of the limits of urban service areas. Thus, the legislation will assure property owners outside the limits of these urban service areas that they will be totally or partially exempt from taxation with regard to the cost of services benefiting only those within these urban service areas. Such services might include sewers, street lighting, and garbage collection.

B. Capital Borrowing

The district council will be given the sole authority to issue debentures for the financing of capital expenditures for either district or area municipal purposes. All debentures will be issued by the district council as joint and several obligations of the local municipalities. This does not mean that the cost of all these debentures will be spread equally across the district. The cost will be borne by those who benefit from the facility those funds provide and on whose behalf the debenture is floated -- the district, the area municipality, or an urban service area. In other words, we are accepting the recommendation on page 302 of the Final Report "... that payment of the debt charges incurred for the purposes of an area municipality shall be the sole responsibility of that municipality."

However, having all debentures issued by the district council will make it possible to obtain the double advantage of securing necessary capital funds at the least cost, and to provide for the establishment and continued operation of a unified, long-range capital works program.

C. Planning

Planning is one of the two most pressing concerns of the people of Muskoka, and district council will have a major role to play. It will be made responsible for the preparation and continuing implementation of a comprehensive land use and development policy for the whole district. There will be no separate planning board; the Council will be the district planning body, although it will be able to involve citizens in the planning process by creating one or more planning advisory committees. In an area such as Muskoka, where there is such great pressure on valuable and limited land and water resources, it is essential that district council formulate an overall strategy and standards for the future use of these resources. I hardly need to point out that, if they are despoiled, everyone in Muskoka will suffer the consequences.

This will still leave a substantial and important role in planning for the area municipalities. Each area council will either act as the planning body for that municipality, with the opportunity of involving concerned citizens through planning

advisory committees, or it will have a separate planning board. Either the council or the board will handle detailed planning within a district framework.

In more specific terms, I am proposing the following division in the planning function:

- (1) Official Plans -- the district will be designated as a Planning Area and the district council will prepare, within three or four years, a district plan, with advice from the area municipalities. The area municipalities will be designated as Subsidiary Planning Areas and should each prepare a detailed plan within the framework of the district plan.

Any existing official plans will remain in effect until the new district official plan receives the Minister's approval, but an area council, in consultation with the district council, will have powers to amend such plans in the interim. Any official plan adopted by the district council and approved by the Minister of Municipal Affairs will supersede any existing official plans in the district. It is my hope and intention to delegate to the

district council some of my approval functions under The Planning Act, when an official plan is in effect and when the district council is fully capable of handling its planning responsibilities.

- (ii) Subdivision Approvals and Agreements with Subdividers -- will be the responsibility of the area councils. The district council should be able to assist the area municipalities in developing sound design standards for subdivisions and uniform subdivider agreements.
- (iii) Zoning -- will be the responsibility of the area councils, within the framework of the district and area plans.
- (iv) Committees of Adjustment -- will be an area responsibility, again within the framework of the district and area plans.

D. Sewage Treatment

The design, construction and maintenance of sewage disposal plants, major sanitary and storm trunk sewers and drainage outlets, and the extension of such facilities will be the exclusive responsibility of the district council along with The Ontario Water Resources Commission. The council will

be authorized to require the collection of special rates to meet all or part of the costs of construction and operation of sewage or drainage projects which afford special benefits to a particular area. This would be subject to the approval of the Ontario Municipal Board as required at present.

E. Garbage Disposal

Garbage disposal is becoming recognized as a critical problem, and with the new regulations concerning the incineration of garbage, the need for an area-wide approach to this problem has become more urgent. Therefore, I am recommending that the district council be made responsible for the location of garbage disposal sites, but that the area municipalities be responsible for the collection of the garbage, where appropriate. A decision on who will operate the disposal facilities can be made after discussions with the local representatives.

F. District Roads

The establishment of a district road system is an essential step in planning for the rational development of Muskoka. The district council will therefore be responsible for the construction, repair and maintenance of a classified roads system, which will include most of the secondary roads.



It will also have the right to regulate access to such roads and to control land use along them. There will need to be a considerable period of discussion and negotiation between the district council and the Minister of Highways on the roads to be included in the system and on the appropriate financial arrangements. Therefore, I am recommending that a district road system be established through a district by-law by July 1st, 1971, to come into operation on January 1st, 1972. We realize that any transfers in road jurisdictions will have financial implications, and financial arrangements will be worked out so as to make certain that no undue burden falls on the district.

The area municipalities will continue to be responsible for local streets and roads which are not assumed by the district Council.

#### G. Welfare

All welfare services that are normally administered on the municipal level will be administered on the district level.

#### H. Health

The district council will be responsible for appointing all the Muskoka members of the Muskoka-

Parry Sound Board of Health. District councillors only will be appointed to the Board so that the links between the health unit and municipal councils will be strengthened. The health unit will continue to be responsible for water quality sampling and the inspection of septic disposal systems. It has been emphasized to us again and again how crucial this inspection function is, and it is my hope that, with greater co-ordination and co-operation between the health unit and district council, the inspection function can be emphasized more strongly in future.

There is little doubt that pollution poses the greatest threat to the future of Muskoka. To cope with this threat, a concerted effort will be required from all citizens and governments in Muskoka as well as the Provincial and Federal Governments. I would like to suggest that district council consider creating a pollution committee to co-ordinate the various local efforts at pollution abatement in Muskoka, and to keep in touch with the government departments and agencies responsible for various aspects of pollution control.

I should point out here that all aspects of the question of responsibility for pollution control are under intensive study as part of a new and more vigorous attack on pollution that the Ontario Government is mounting, and this may have implications for Muskoka.

To quote from the Speech from the Throne of February 24th: "To demonstrate its commitment to this task, the Government of Ontario will concentrate all governmental activities related to the abatement and prevention of pollution and the enforcement of appropriate statutes within the Department of Energy and Resources Management."

I. Tourism, Recreation and Economic Development

Assuming that the environment can survive the onslaught of man's leisure-time pursuits in the next few years, the prosperity of Muskoka will continue to be closely linked to the growth of the tourist and recreation industry. There is an important role to be played by district council in promoting tourist and recreational development and in deciding to what extent it wishes to encourage the development of secondary industry in Muskoka.

## J. Police

The Towns of Bracebridge, Gravenhurst and Huntsville are the only municipalities in Muskoka which now provide their own police services. The Government has agreed that all police services be provided by the Ontario Provincial Police. In order to maintain liaison between municipal representatives and the OPP, a small committee appointed by district council could meet perhaps once a month with the district superintendent of the OPP to discuss police problems in Muskoka. The area municipalities will provide their own by-law enforcement officers where they consider this necessary and appropriate. The district government will also be able to hire by-law officers for its own purposes.

### Area Municipality Functions

A significant number of essential functions will be provided by the area municipality governments. I want to stress emphatically that the district government does not replace the lower tier of government. It takes on those functions which lend themselves to district administration and in which are reflected problems of district-wide significance.

The area municipalities will thus still be responsible for such functions as fire protection, local roads, local libraries, sidewalks, street lighting, garbage collection, water purification and distribution, local sewers, parks and recreation , as well as having an important role in detailed planning for the future of Muskoka. Moreover, any functions which are not assigned specifically to district council will remain the responsibility of the area councils.

#### Finances

I now turn to the financial implications of the proposals I have outlined. The municipal reorganization itself may cause changes in the incidence of local taxes in the district. The district government will assume some functions performed at present at the local municipality level, and this could cause a re-distribution of the amounts borne by the local taxpayers for those services. Similarly, the creation of larger area municipalities will mean that the costs of general local services, excluding the urban service area costs, will be shared on a different basis. Provision will therefore be made in the legislation for a system of

transitional adjustments. These adjustments will be available to relieve the impact of any substantial re-distribution in particular localities including previously unorganized territories, and can operate for up to five years. Provisions will also be made to protect any surpluses at present held by existing municipalities. The assessments currently supporting such surpluses, including reserves for working funds, will be credited with them when the new area municipalities are set up.

It would not be honest to pretend that the changes will not cost money. They will. If the deterioration of the district is to be prevented, as it must, there inevitably must be an increase in local government expenditures, particularly in the very important functions of planning and pollution control. The level of these expenditures will quite properly be determined by your municipal representatives. The effectiveness with which the services are operated will also be determined by those representatives. Indeed, the district municipality is being created specifically as the instrument by which these and other local services can be improved in Muskoka



There will be a new level of administration where none existed before, and this too will cost money. But, as I have said, the decisions that will govern the ultimate cost of the district government will be made by the area representatives who make up the district council. Similarly, the operations of the new enlarged area municipalities will be controlled by the local elected representatives who sit on the area councils. For these reasons, any estimates made now can only be provisional. Nevertheless, because of the natural concern which has been expressed in the area about the potential costs of reorganization in Muskoka, we have made estimates of the additional costs which might arise.

In 1969, the whole district provided in municipal taxes, land taxes, and road taxes, approximately two million dollars. This figure does not include taxes for educational purposes. We think that the aggregate cost of general administration, welfare administration, a proper district planning organization, and a pollution control engineer could increase this total by about \$275,000 a year.



Again, I must emphasize the provisional nature of this figure. The district council might well have completely different ideas about the staffing and organization on which this figure is based. It does not include anything for direct pollution control expenditures, nor for roads. The arrangements for these, as I have already indicated, will be worked out between the district council and the Minister of Highways.

At the area municipality level, the substitution of six municipalities for the existing 25 can, without doubt, lead to more effective local government in the district. Our studies have indicated that there are potential savings to be achieved by the new municipalities in the operation of their services, but this will be up to them. We have not, therefore, attempted to quantify these savings at this stage, but the opportunity will exist for reductions at the area level to set against the additional \$275,000 of expenditures at the district level.

How will the district council's costs be distributed? Except for the specific costs, including debt charges, of sewage treatment and trunk sewers, all the remaining expenses -- general

administration, planning, district roads, welfare, health and so on -- will be shared among the area municipalities on the basis of equalized assessment.

As for pollution control, the whole of Muskoka will stand to lose if effective control measures, including sewage treatment, are not carried out. There is, however, the need to weigh the general benefit to Muskoka as a whole against the particular benefits directly received by owners of properties in areas with sewers. The legislation will therefore permit a general district contribution toward the cost of pollution control, but this will be strictly limited so that an unreasonable share of sewage disposal costs cannot be unloaded onto those who, while receiving a general benefit, are not receiving a direct benefit. This limited general contribution will form part of the general district levy and will be used largely for general pollution control purposes. The remaining sewage disposal costs, which will form the bulk of the pollution control expenditures, will have to be met by the area municipalities directly served by the sewage disposal works.

Within these area municipalities, only the parts served by the sewerage systems will contribute toward the costs of those systems charged to the municipalities by the district council. As I said earlier, the more rural areas that are merged with urban areas will be specifically protected in the legislation by provisions for mandatory urban service areas, which will cover other purely urban services to properties in addition to sewer services.

Thus only a limited general contribution by the district is to be permitted, with the major direct costs of sewers and sewage disposal to be limited to the urban areas, and not spread over the whole of the new area municipality. How then can the urban areas meet these costs, and the costs of the further works and expansions that are necessary, when in the past some have had difficulty in meeting existing obligations?

#### Provincial Assistance

First of all, the Government's decisions to provide police services for all of Muskoka will in due course give a financial shot-in-the-arm to the Towns of Bracebridge, Gravenhurst and Huntsville.

This will radically change the situation, so that existing obligations can easily be met. More important still, there should be fewer inhibitions against proceeding with much needed extensions and improvements in sewage systems.

And this is by no means the only additional provincial assistance. The pollution control function will now be in the hands of the new district council. If it is to be effective, there will have to be an expansion of all pollution control activities. In addition to the relief to the towns on policing, the Government has decided to recognize the special nature of Muskoka in relation to the rest of the Province. It has agreed that for a period of five years, and possibly longer, a special grant to be known as the Environmental Development Grant will be paid to the district municipality. The amount of the grant will be \$150,000 a year, and it will be used for pollution control, planning and possibly other environmental services.

One hundred thousand dollars a year of this will be earmarked for pollution control purposes. It may be used by the district council for any pollution control activities including, where appropriate, special contributions toward the costs

of sewage facilities in particular parts of the district where, without such assistance, the burden upon local inhabitants of the area would be so great that necessary works could not be carried out, and other parts of Muskoka would suffer from the pollution as a result. The other \$50,000 of the Environmental Development Grant will be used for the much needed planning organization, and most people agree that improved planning is vital to the future of Muskoka.

The Provincial Government also recognizes the need for some relief for the district as a whole from the general costs that will arise as a result of setting up a new level of government. Assistance will be given toward the initial expenses involved. Fifty thousand dollars a year will be paid by the Province as a contribution toward the cost of the administrative set-up. This, too, will be paid for five years, and will greatly help during the difficult early period when the new system of government is finding its feet.

There will be a further windfall for Muskoka from the Province by way of the Unconditional Per Capita Grants. The municipalities into which the unorganized Townships of Baxter, Gibson, Sinclair and part of Finlayson are merged will, for the first time, automatically qualify for grants based on the populations in these unorganized areas. To a lesser degree, there will be some general increases in these grants as a result of the consolidations of the existing municipalities into larger units of population. In all, the increase in the total per capita grants payable in Muskoka as a whole should exceed \$14,000 a year. The grants will continue to be paid directly to the local municipalities. Inhabitants in the previously unorganized areas will qualify for residential property tax relief on their taxes for all municipal purposes and, of course, the district municipality's levy will be included in the amounts on which property tax relief is calculated for all residential taxpayers in the district.

The transfer of the general welfare function to the district municipality should attract a 50 per cent grant from the Province for welfare administration, and this will amount to about \$15,000 a year.



To summarize the financial position, then, the additional cost of administering the proposed district organization will be about \$275,000 per year. The Province will pay \$14,000 more in Unconditional Per Capita Grants, \$15,000 toward welfare administration, \$50,000 a year for five years toward general district administration, and \$50,000 a year of the environmental grant toward planning. The remaining \$100,000 a year of this grant will be used for pollution control, including the pollution control administration costs included in the \$275,000 total administration estimate. The Province will assume the responsibility for all policing other than by-law enforcement, and this changeover will cost the Province more than \$141,000 a year.

The aggregate increase in provincial contributions to the district for these purposes will therefore amount to \$370,000 a year, or nearly two million dollars over the next five years. This will not cover all of the additional expenditures that we have projected, but it will go a long way toward that end.



### Conclusion

Those, ladies and gentlemen, are my proposals for a new system of local government for Muskoka. Although the precise details are somewhat elastic, it is our intention to adhere to the basic principles I have outlined. I would like members of my staff to meet with the six groupings of municipal councils in early April to discuss these proposals. I plan to be here for further discussions with you from Tuesday, April 14th to follow up on these staff meetings, with the intention of introducing legislation by the first of May.

I believe that the financial proposals I have put forward clearly emphasize the Government of Ontario's vital concern about the future of this magnificent area. Even more important, these proposals show that we are prepared to come forward with concrete assistance. This assistance will provide the means by which the people of Muskoka themselves can decide in large part the future of their area.

That future will pose some very considerable problems, and will present your locally elected representatives with some difficult and complex challenges. The proposals that I have outlined

tonight will provide a good part of the resources necessary to grapple with those challenges. But the most important resources in dealing with Muskoka's future challenges are you, the people of this district. I hope and trust that you will join with us in making this new district government work, and in using it to benefit every part and every person in Muskoka.

Thank you very much.

THE DISTRICT MUNICIPALITY OF MUSKOKA

SYSTEM OF REPRESENTATION

| AREA MUNICIPALITY | WARD           | POPULATION | REPRESENTATION |                  |
|-------------------|----------------|------------|----------------|------------------|
|                   |                |            | Area Council   | District Council |
| Georgian Bay      | Mayor          |            | 1              | 1                |
|                   | Freeman        | 1,700      | 2              | 1                |
|                   | Gibson         | 3,588      | 1              |                  |
|                   | Baxter         | 8,153      | 2              | 1                |
|                   | Total          | 13,441     | 6              | 3                |
| Muskoka Lakes     | Mayor          |            | 1              | 1                |
|                   | Medora/Wood 1) |            | 1              |                  |
|                   | Medora/Wood 2) | 11,890     | 1              | 1                |
|                   | Medora/Wood 3) |            | 1              |                  |
|                   | Bala           | 2,857      | 1              |                  |
|                   | Port Carling   | 1,520      | 1              | 1                |
|                   | Windermere     | 371        | 1              |                  |
|                   | Monck North    | 1,651      | 1              |                  |
|                   | Watt           | 2,990      | 1              | 1                |
|                   | Cardwell       | 787        | 1              |                  |
|                   | Total          | 22,066     | 10             | 4                |
| Gravenhurst       | Mayor          |            | 1              | 1                |
|                   | Gravenhurst    | 3,664      | 3              | 1                |
|                   | Muskoka South  | 4,885      | 2              | 1                |
|                   | Morrison       | 3,992      | 2              |                  |
|                   | Ryde           | 1,151      | 1              | 1                |
|                   | Total          | 13,692     | 9              | 4                |
| Bracebridge       | Mayor          |            | 1              | 1                |
|                   | Bracebridge    | 3,312      | 3              | 1                |
|                   | Monck South    | 1,846      | 1              |                  |
|                   | Muskoka North  | 2,858      | 1              | 1                |
|                   | Macaulay       | 1,909      | 1              |                  |
|                   | Draper         | 1,847      | 1              |                  |
|                   | Oakley         | 1,627      | 1              | 1                |
|                   | Total          | 13,339     | 9              | 4                |

System of Representation Con't.

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|                                      |             |        |   |    |
|--------------------------------------|-------------|--------|---|----|
| Huntsville                           | Mayor       |        | 1 | 1  |
|                                      | Huntsville  | 3,275  | 2 | 1  |
|                                      | Chaffey     | 4,787  | 2 | 1  |
|                                      | Stisted     | 943    | 1 |    |
|                                      | Stephenson  | 1,806  | 1 |    |
|                                      | Port Sydney | 659    | 1 |    |
|                                      | Brunel      | 2,191  | 1 | 1  |
|                                      | Total       | 13,661 | 9 | 4  |
| Lake of Bays                         | Mayor       |        | 1 | 1  |
|                                      | Franklin    | 3,459  | 2 |    |
|                                      | McLean      | 2,670  | 1 | 1  |
|                                      | Ridout      | 2,292  | 1 |    |
|                                      | Sinclair    | 1,371  | 1 | 1  |
|                                      | Total       | 9,792  | 6 | 3  |
| TOTAL MEMBERSHIP ON DISTRICT COUNCIL |             |        |   | 22 |

# The District Municipality of MUSKOKA

## AREA MUNICIPALITY BOUNDARIES

1. Georgian Bay
2. Muskoka Lakes
3. Huntsville
4. Lake of Bays
5. Brudenbridge
6. Gravenhurst



SCALE: 1 inch = 8 MILES



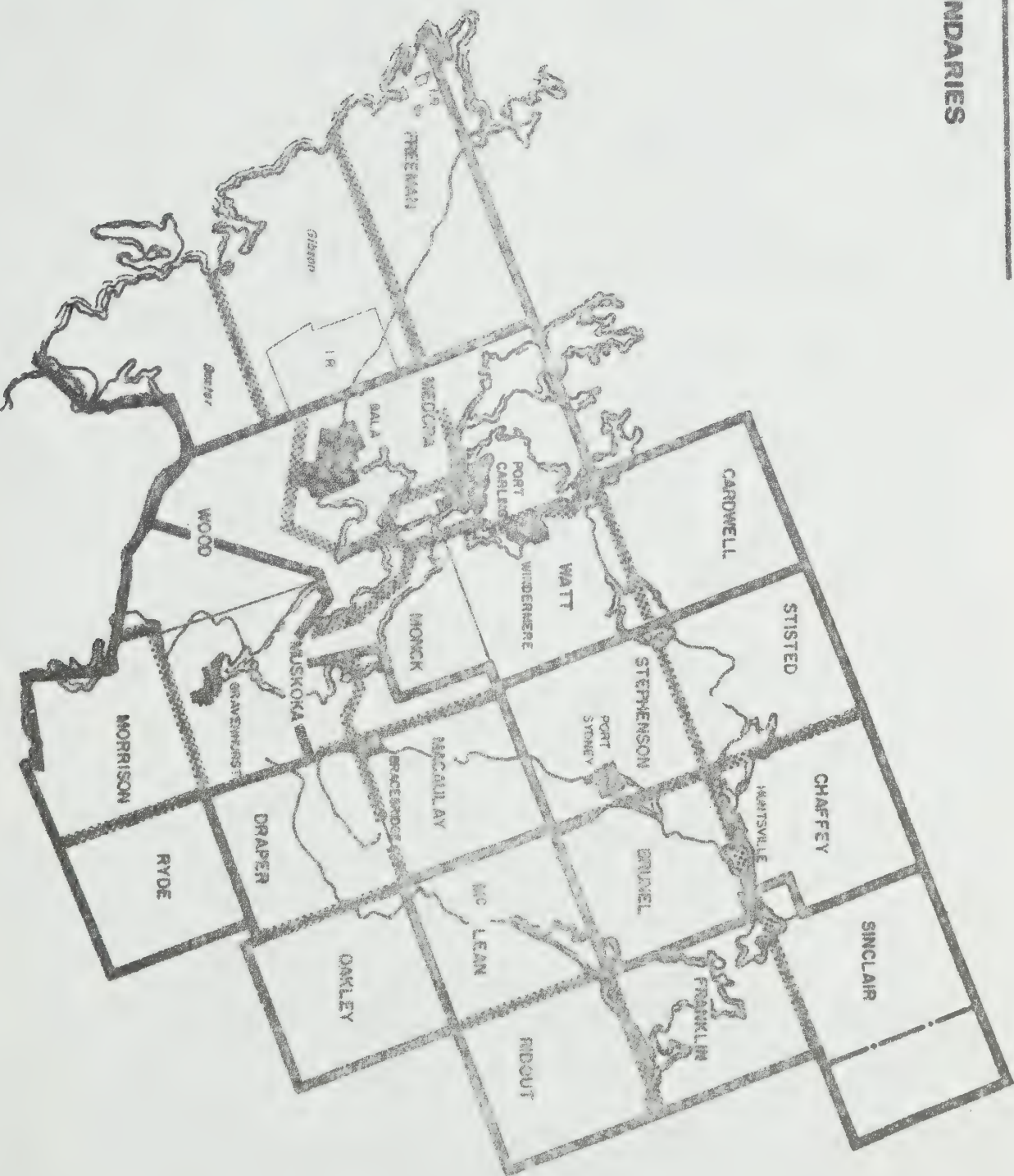
# The District Municipality of MUSKOKA

## WARD BOUNDARIES

### LEGEND



WARDS



SCALE: 1 inch = 8 MILES





ADDRESS BY

THE HONOURABLE W. DARCY McKEOUGH

MINISTER

DEPARTMENT OF MUNICIPAL AFFAIRS

"THE REGIONAL MUNICIPALITY OF YORK

MAY 6, 1970



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## INTRODUCTION

I have invited you to meet with me tonight so that I may present the plan for a new local government system in the County of York.

On April 1st, 1969, over one year ago, I presented an outline for regional government to all municipalities in the County of York. My proposal visualized the entire County as a reasonable unit for the first stage of regional government in the area. Any major expansion of Metropolitan Toronto would leave an inadequate base for local or regional government in the remainder of York. In addition, it was noted that municipal consolidation would be an important aspect of any change to regional government and it was held that representation on a regional council would have to be more closely in accord with the principle of representation by population

To a large extent, this proposal agreed with the division of responsibilities between the local and regional levels of government that was suggested by the County's Technical Advisory Committee.

## THE INTERMUNICIPAL COMMITTEE

Since April 1st, The Intermunicipal Committee, established as part of the proposal, has met on two occasions. A representative of the Department of Municipal Affairs was named the Chairman of this Committee in line with the Province's ultimate responsibility for all regional government legislation. The Head of Council for each local municipality, the Warden of the County, and representatives of adjacent municipalities formed the Intermunicipal Committee.

The Committee discussed the external limits of the region and met on separate occasions with the County of Simcoe and the County of Ontario. In each case, no adjustment to the present system of County boundaries was found to be possible, at least for the present time.

No single plan for the reorganization of local municipalities in York was accepted by the Intermunicipal Committee. Many municipalities advanced compatible plans for the consolidation of the local municipalities, but these were not acceptable throughout

the York area. As a result, I attempted to meet with each individual Council to discuss their views on the future system of local municipalities.

#### STRONGER LOCAL GOVERNMENT

After reviewing these discussions I have concluded that a program of municipal reform in the County of York is essential. Only in this way can the rapid and substantial changes in the area be made consistent with the goal of stronger local government adopted in Design for Development - Phase Two, and more particularly because of the plans for the Toronto-Centred Region that were outlined yesterday. Accordingly, it is the intention of the government to introduce legislation at this Session of The Legislature to create a unit of regional government north of Metropolitan Toronto. Full implementation of this legislation will occur on January 1st, 1971.

A characteristic of increasing concern to me is related to the growing complexity of local government. Urbanization has placed a great strain on our municipal and provincial structures.



Too frequently, the response in Canada has been to assume that local government was simply not equal to the task. As a result, many new or enlarged responsibilities became the direct responsibility of the Province. Moreover, the planning and co-ordination required for the provision of many municipal services are becoming firmly established at the provincial level. This is an inevitable result of having a multitude of municipalities locked into an inflexible structure not suited to the expanded scale of urbanization in southern Ontario.

Under the traditional municipal structure, reliance for planning has been placed upon special-purpose bodies acting in an advisory capacity, but without the powers to implement planning and servicing decisions by themselves. The results indicate the need to obtain a closer relationship of the planning process with the actual provision of services. If we proceed farther along this path, and if the growth of provincial influence in local matters persists, it will be necessary to ask, one day, if the local government structure has not become redundant.

I fear that this will be the result if we pursue a course of indecision and inaction. I would prefer to see our local governments erected into a competent and effective partner in the sound development of Ontario.

Yesterday, as I have mentioned, a draft provincial plan for the Toronto-Centred Region was announced. The full development of this plan should be a co-operative effort of the Province and the municipalities. The municipalities have had a role in the formation of this plan through their replies in response to the Metropolitan Toronto and Region Transportation Study. Such a plan is absolutely essential for the consistent application of broad provincial policies. But, we are all aware that a greater co-ordination of municipal decisions is necessary for the plan to succeed. To obtain the necessary degree of co-ordination, a reform of the municipal structure is required now.

THE NEW REGION

From my discussions with the Councils, I realize that there is support from individual members of the Township of Vaughan for the immediate expansion of Metropolitan Toronto. Although I was not able to meet with one council, the Village of Woodbridge, I have read their submission and I am aware that this course is their preferred alternative as well.

In a similar way, support also exists in Richmond Hill and the Township of Markham for the separation of the five southern municipalities from the body of the County of York. I cannot regard this as an expedient solution to the pressures of urban growth now present. If real functions and responsibilities are to be returned to the system of local government, it will have to be on the basis of viable, enduring regional units possessing both financial strength and administrative capacity. This is not indicated in either of the northern or southern sectors of the County as separate entities. I can only regard this alternative as a step towards the ultimate absorption of the southern area into a greatly enlarged Metropolitan Toronto.

The experience of the great urban centres on the North American continent clearly reveals that no adequate system of government has yet been discovered that is capable of managing such vast and complex urban communities. The success with which we manage our urban resources under the provincial plan for the Toronto-Centred Region will determine if we are to escape the problems associated with unrestricted urban development. In the evolution of policy within this plan, local government must be capable of acting in full partnership with its neighbours and with the Province.

Before I outline the details of the Government's plan for changes in the County of York, there is one significant finding of the studies underlying the Toronto-Centred plan. There is a rational limit to be established to the intensive physical development of the urban core to the south. To do this, it will first be necessary to encourage growth in other sectors of the Toronto-Centred Region. Secondly, the parkway corridor, in which the route of the proposed Highway 407 will be located, is an identifiable feature specifying a limit to intensive development. Therefore at some time

in the future after the incorporation of a regional government in York, lands south of the parkway corridor will be brought under the full municipal jurisdiction of Metropolitan Toronto. Of which more later.

This does not suggest that a restriction will be placed upon future growth in a new region in York. The draft plan for the Toronto-Centred region in fact allocates a measure of growth to this zone that will require the utmost in effective municipal planning and administration. This is a prime consideration in the Government's intention to proceed with municipal reform in the County of York at the present time.

While I do not wish to alarm the Counties of Peel, Simcoe and Ontario, I should emphasize that the remaining boundaries of the County of York are not viewed as fixed for an indefinite period of time. However, the new regional government will be established on a two-tiered basis for the existing area of the County of York.

## LOCAL MUNICIPALITIES

The region will be composed of nine area municipalities which are outlined on the map attached to my address. Copies will be available at the end of the meeting.

Some boundaries depicted on the maps are subject to minor changes to avoid boundary roads. Any such changes will be made consistently to ensure that an area municipality does not become responsible for two complete boundary road allowances by this process. Provincial assessment staff are now investigating the value of locating some boundaries one-quarter mile behind road allowances to coincide with back lot-lines. This will not be possible in every case. In a limited number of cases, some local roads depicted as boundaries will ultimately be under regional jurisdiction and thus pose less of a problem.



I will be attaching names to the local municipalities and these will serve for legislative purposes. If the existing councils agree that the choice of name for a new municipality should be submitted to a decision of the electors, appropriate amendment will be made after the results are known. Similarly the new Council of an area municipality may choose a different name, and again, changes can be made after elections are held.

The nine municipalities are as follows:

AREA ONE: THE TOWN OF VAUGHAN

Until adjustments are made to the Metropolitan Toronto boundary, Area One will be composed of the Village of Woodbridge and all of the Township of Vaughan except that portion north and east of the intersection of Highway 7 and Bathurst Street. Part of the Thornhill area will therefore continue to be part of Vaughan. Highway 11, on a transitional basis, will continue to form a municipal boundary for that segment between Highway 7 and Steeles Avenue.



I was impressed with the thorough and carefully thought-out submission of the Council of the Village of Woodbridge. As a first alternative, the Council supported the incorporation of the immediate area of Woodbridge in Metropolitan Toronto. I recognize that the Council also supports the value of a greenbelt or parkland to separate Woodbridge from the more intensive development of Metro. I think that ultimately the use of the parkway corridor as the Metropolitan boundary will be the most effective way of preserving the objectives of the Council.

I am also aware that the legislation will not agree with the proposals put forward by the present Council of the Township of Vaughan. I realize that the members have not supported a common opinion. I assure you that my presentation does not represent an attempt to reach a compromise between these two bodies of opinion. It is more important to establish patterns of stable and enduring local government in York and begin the task of preparing a consistent and on-going program of planning for the area.

AREA TWO: THE TOWN OF MARKHAM

Area Two will be composed of the present town of Markham and that portion of the Township of Markham approximately bounded by the line between lots 30 and 31 on the north, proposed highway 404 on the west to the intersection with Highway 7, and then along Highways 7 and 11 to Steeles Avenue.

Due to the prospect of a further jurisdictional change in the Thornhill area, this plan indicates the minimum of change in this sector at the present time. I would not suggest that the legislation is in keeping with the recommendations of the Council of the Township of Markham. The elected and appointed officials of the Township have devoted their efforts to obtaining good quality assessment along the perimeter of Metropolitan Toronto. Many such plans of subdivision have been approved by my Department. But, I think it is time that careful thought be given to the nature of the Toronto Region in future if development continues to creep out from the core in ever-expanding rings. Deliberate action

is necessary to consolidate this development within one metropolitan jurisdiction, and to concentrate the attention of a new region in York upon a set of problems associated with urban growth beyond the first band of development.

AREA THREE: THE TOWN OF RICHMOND HILL

Area Three will be composed of the existing Town of Richmond Hill and parts of the Townships of Whitchurch, Markham, Vaughan and King. The Oak Ridges and Wilcox Lake areas will be included in the new municipality of the Town of Richmond Hill. Conflicting recommendations have been received from Councils regarding this area. Neither Aurora nor Richmond Hill are directly related to the area by the pattern of drainage but community ties are strong with both towns. Part of the area requires redevelopment and this makes the question of its relationship to one community particularly significant. Based on my discussions with municipalities, the solution put forward in this plan seems the most appropriate.

As implied in the discussion of Areas One and Two, the new southern boundary of Richmond Hill will be Highway 7 between Bathurst and the proposed Highway 404.

AREA FOUR: THE TOWNSHIP OF KING

The present Township of King which lies west of Bathurst Street will be constituted as a new municipality in the region.

AREA FIVE: THE TOWN OF AURORA

The Town of Aurora will be continued within enlarged boundaries above the Oak Ridges-Wilcox Lake area. The remaining boundaries are set at Bathurst Street, St. John's Sideroad and the proposed route of Highway 404. Discussions with both Aurora and Newmarket suggest to me that growth in the area may result in the eventual merger of the two municipalities. A single local council could exercise direction in the formulation of consistent planning and servicing policies. Although the attached plan indicates the continuation of two distinct municipalities, in all honesty, I would prefer to see one. But that can be a separate step later on.

AREA SIX: THE TOWNSHIP OF WHITCHURCH

Area Six is comprised of the Village of Stouffville and parts of the Townships of Markham and Whitchurch. The proposed unit of local government may not be to the complete satisfaction of the Councils of Stouffville and Whitchurch.

It is recognized that the written submission from the Village of Stouffville calls for the expansion of both the regional and local boundaries to include lands now in the County of Ontario which have been the subject of development proposals. This consideration may be raised at a later date when additional information is available from the Oshawa Area Planning and Development Study.

AREA SEVEN: THE TOWN OF NEWMARKET

New boundaries for the Town of Newmarket will be established at Bathurst and the proposed Highway 404.

That area of the Township of East Gwillimbury which is developed and known as East Gwillimbury Heights is included in the Town of Newmarket. The development of this area constitutes a classic example of the failure to co-ordinate the planning and servicing programs of adjacent municipalities. The fact that the physical services for this development are now in place does not constitute a sufficient argument for deferring municipal changes. Now that this area is developed, there will continue to be a broad range of municipal services required by its residents and the problems of poor intermunicipal co-ordination should not be perpetuated. The Council of this new local municipality will be directed to make a careful study of the subdividers' contributions in the development of this area. The new Council will protect residents of this area from paying for these services twice by excluding them from that portion of the property tax designed to recover the costs of equivalent services provided in the present Town of Newmarket.

AREA EIGHT: THE TOWNSHIP OF EAST GWILLIMBURY

The changes made in the boundaries of the Town of Newmarket now present two choices to the Council of the Township of East Gwillimbury. They may prefer to retain the essential character of a rural municipality, or alternatively, join forces with the Town of Newmarket by consolidation. At the present time, the Province of Ontario does not wish to close either of these two options before the Township Council.

Unless firm requests to this effect are received from both municipalities involved, the proposal as outlined will provide the basis for legislation.

AREA NINE: THE TOWNSHIP OF GEORGINA

In conformity with the recommendations of the three northern municipalities in the County of York, Area Nine will be formed through the amalgamation of Sutton, North Gwillimbury and Georgina.



### POLICE VILLAGES

At the time of the reorganization of local municipalities in the region, all existing police villages will be dissolved. This policy is in line with the objective in Design for Development Phase Two which looks toward stronger municipal councils responsible for a broad area of jurisdiction. The new local councils will be provided with authority to levy special rates in particular areas of the municipality to supply necessary urban services in these communities.

### REPRESENTATION ON THE REGIONAL COUNCIL

Representation of regional councils in the case of two-tiered units of regional government should be based on the relative size of the population of each local municipality as a general principle in the program of reform to local government. In a region as outlined in this address, representation by population will be set by providing each local municipality with one representative for each 10,000 of population or major portion thereof. The population figures referred to are

based on permanent population. Representatives of the new Township of Georgina have expressed concern that some consideration should be given to the large population of part time or summer residents that exist in that area. On the above basis a regional council will be established as follows.

| AREA               | REPRESENTATIVES   | ASSESSED<br>POPULATION |
|--------------------|-------------------|------------------------|
| 1 Vaughan          | 2                 | 18,000                 |
| 2 Markham          | 3                 | 31,000                 |
| 3 Richmond Hill    | 3                 | 27,000                 |
| 4 King             | 1                 | 12,000                 |
| 5 Aurora           | 1                 | 13,000                 |
| 6 Whitchurch       | 1                 | 11,000                 |
| 7 Newmarket        | 2                 | 16,000                 |
| 8 East Gwillimbury | 1                 | 10,000                 |
| 9 Georgina         | 2                 | 13,000                 |
| Chairman           | <u>1</u>          | <u>          </u>      |
|                    | 17                | 151,000                |
|                    | <u>          </u> | <u>          </u>      |

METHOD OF ELECTION - REGIONAL

Municipalities which according to this plan would be entitled to more than one regional representative would select such additional representatives by indirect election. In all cases, the first representative on regional council from each local municipality would be the mayor. Additional regional councillors will be chosen by the local Council from its membership.

THE REGIONAL COUNCIL

The Regional Council will therefore be composed of sixteen councillors and a chairman.

Following the precedent established with the formation of Metropolitan Toronto, the provincial government will appoint the regional chairman during the first two terms of the regional council. Similarly, the Government will incorporate into the legislation a provision for a chief administrative officer to be appointed at the discretion of the first regional council.

INCORPORATION OF REGIONAL AND LOCAL COUNCILS

A new regional council, and new local councils, will require time to resolve matters associated with the transfer of responsibilities and to establish new administrative procedures before assuming day-to-day responsibilities. For this reason, the election will be held on October 5th.

During the interval between October 5 and January 1, 1971, the existing County and local councils will carry on normal operations and perform additional functions related to the transfer of responsibilities. The unexpired portion of the term of office of any present Council elected for a period to extend beyond January 1, 1971 will be terminated upon the incorporation of the new local municipal corporations. The regular term of office for all new Councils will be two years to coincide with the School Board elections. Elections to the County Board of Education could be held at the same time and locations as the municipal elections. The Government will assume the total cost of the initial local election.

### LOCAL COUNCILS

The Councils of the local municipalities, I suggest, will be composed of a mayor and eight councillors.

I will discuss the proposed size of local councils and the possible desire for elections by a system of wards with the municipalities. The actual division of wards in any new municipality will be done by Minister's order on the advice of the municipalities involved.

### THE DIVISION OF FUNCTIONS

I will not at this time comment on aspects of the internal organization of regional or local administration. The services of the Department of Municipal Affairs and, if necessary, consultants with extensive experience in local and regional government will be made available to all councils during the transitional phase.

Let me at this time outline the division of responsibilities between the local and regional levels.

#### A REGIONAL WATER SYSTEM

The regional corporation will be designated in legislation as the sole agency responsible for the supply of water to local municipalities. It will make all agreements to purchase or sell water with municipalities beyond the limits of the regional corporation. The regional council will have the power to regulate by by-law the quantity of water supplied to a local municipality and must approve of any sale by a local municipality to individuals beyond the limits of that municipality. The region will approve extensions and connections to local water systems and may pass by-laws establishing standards and regulating the design and maintenance of local systems.

The region and local municipalities will be expressly forbidden to entrust any responsibility for the supply of water to a utilities commission.

The assumption of regional water services will be accomplished by by-law of the regional corporation, designating regional works by actual description. A study in detail will ultimately be required to provide a thorough basis for the designation of facilities as either regional or local.

The assumption of all regional water facilities will involve no compensation to municipalities or local boards. The region will pay to local municipalities the amounts of principal and interest becoming due upon the local municipality's share of any outstanding debt in respect of such water works. The regional council may charge different rates to one or more local municipalities but such rates would be sufficient only to make the regional system self-financing. Local municipalities may appeal to the Ontario Municipal Board with respect to the application of regional power or the determination of rates.

#### A REGIONAL SEWER SYSTEM

The regional corporation on the first day of January, 1971, would assume responsibility for a regional sewage works system as defined by by-law. A thorough



study of existing facilities will be necessary to determine those to be administered by the region. This responsibility would not be vested in any utilities commission.

All intermunicipal agreements, either within or extending beyond the limits of the regional corporation would become a regional responsibility. In addition, agreements between a local municipality and a person other than a municipality would become the responsibility of the region if the facilities required to fulfill the agreement are assumed by the region.

The regional corporations would possess all general powers conferred by by-law, contract or otherwise upon the local municipalities or their local boards with respect to such works before they were assumed by the region.

The Regional Council would approve all connections to regional facilities before any municipality or private individual begins such work. The Region would by by-law establish standards governing local works

connected to regional facilities.

The Regional Corporation alone would contract with any local or regional municipality, or Metropolitan Toronto, outside the regional area with respect to sewage or land drainage projects.

No compensation would be paid to a local municipality for facilities assumed by the region. The region would pay the principal and interest due upon the municipality's share of any outstanding debenture in respect of such facility.

It is proposed that the regional council, by by-law, could provide for and collect a special rate from a particular municipality to recover the costs associated with sewage projects benefiting all or part of the municipality. The local municipality in turn may meet this obligation from general revenues or pass a by-law under Section 380 of The Municipal Act to create a sewer service area rate.

The Regional Council could be provided with the power to make contributions towards the cost of local programs to separate storm drains from sanitary sewers.

Local municipalities would be provided with the right of appeal to the Ontario Municipal Board with respect to the use of regional powers.

#### REGIONAL ROADS .

As of January 1, 1970, all roads under the jurisdiction of the Toronto and York Roads Commission will constitute the regional road system. As of this date, the Commission will be dissolved and legislation will provide that contributions by the Municipality of Metropolitan Toronto will be terminated.

No compensation will be paid where the region assumes any regional roads and all assets involved will be declared in the ownership of the regional corporation.

From time to time, the regional council, by by-law, may add or delete roads from the regional system, subject to the approval of the Minister of Highways.

The Regional Council will furnish information required by the Department of Highways for the calculation of payments by the Department equal to 50% of the total amount of expenditure on regional roads. At the discretion of the Minister of Highways, upon consideration of the financial capability and estimated money needs of the region, grants up to but not exceeding 80% of regional road expenditure may be made.

#### REGIONAL PLANNING

As of January 1st, 1971, the jurisdiction of the Metropolitan Toronto Planning Board will be withdrawn from the County of York. Provision will be made for a joint planning committee of the York Region, Metropolitan Toronto and the Province.

Legislation will require the regional council to adopt a draft official plan for the region and submit it for approval to my Department. In order to meet this obligation the regional area will be defined as a joint planning area and the regional corporation will be the designated municipality.

Local municipalities will be defined as subsidiary planning areas. Any official plan in effect in any part of the regional area will not be affected by these jurisdictional changes.

All councils, including the regional council, will have the power to appoint such planning committees as they consider necessary. But the powers of a planning board as described in The Planning Act will be exercised directly by the regional and local councils. A local municipality may contract with the regional council to obtain all or part of the planning services required locally from the regional planning staff.

The formulation of a Provincial plan for the development of the Toronto-Centred Region does have a substantial impact upon the planning policies within the regional area. The Regional Municipality of York, when constituted, can play a large part in the drafting of a plan for York. This is probably the largest single reason for getting on with the job now. If the region can't do the job, then the province, by default, will have too large a role in local matters.

In a moment I will outline the financial assistance that the government will make available to the region to carry out a program of study in conjunction with Metropolitan Toronto and the Province. The County of York has, by resolution of Council, requested financial assistance for planning. I am delighted that with the implementation of regional government I am able to meet their request in this important region of the Province.

I hope to see a study underway shortly after the election of a regional Council. What I have in mind is a shared-cost study, with perhaps 75% assumed by the Province of Ontario, along the lines of the O.A.P.A.D. Study. It will not need to be as exhaustive. There will be no local government component. I understand that up-to-date traffic studies exist in York, and we have the South York Water and Sewer Study available. In addition, we now have overall provincial guidelines in the plan for the Toronto-Centred Region.

What we will need then is a meshing together of these elements into an official plan for the new Regional Municipality of York. Like O.A.P.A.D.S., the study



executive committee will include representatives of the region, the municipalities, adjacent municipalities, Metropolitan Toronto and the Province. It is in this context that I see the ultimate boundary between Metro and the York region established.

Ultimately, one of the most important planning issues in the establishment of a regional municipality for York County will be the creation of permanent machinery for co-ordinating the planning policies of the regional municipality with neighbouring regional municipalities as they are formed, on the one hand, and with the plans and programs of the various government agencies on the other.

When an official plan for the regional area has been approved by the Department of Municipal Affairs, all existing and future official plans or subsidiary official plans must be brought into conformity with the regional plan. Regional government legislation will also contain a provision for the delegation of any of the Minister's powers of approval under The Planning Act to the Regional Council.



The Regional Council will also be provided with the authority to enter into agreements with the local municipalities for the appointment by the region of a building inspector.

Each new local municipality will be required to establish and appoint by by-law a new committee of adjustment.

#### HEALTH AND WELFARE SERVICES

It is proposed that the Regional Council would have sole jurisdiction in all matters pertaining to health and welfare services. As of the 1st day of January 1971, the regional area would be a Health Unit under The Public Health Act. The York Oshawa Health Unit would be dissolved and its assets divided by order of the Minister of Health.

The Board of Health of the Health Unit could be composed of five members of the regional council and not more than three members appointed by the Lieutenant-Governor-in-Council.

The Regional Corporation would be designated a city for the purposes of The Homes for the Aged and Rest Homes Act and no local municipality would have authority in the operation of such a home.

#### REGIONAL POLICE

As of the 1st day of January 1971, The Police Act would not apply to any local municipality in the regional area. A board of commissioners of police would be created for the regional area after the election of the Regional Council. The board would be composed of two members of the regional council, appointed by council, a judge of the county court and two other members appointed by the Lieutenant-Governor-in-Council.

This proposal has been discussed with the Ontario Police Commission in view of their initial plan to consolidate existing services into three police forces in York. The development of a unit of regional government north of Metropolitan Toronto had not been visualized in the preparation of the initial proposal. The Police Commission is in agreement with the concept of a single regional police force.

Costs of operating a regional police force would be assumed by the region. In turn, the region would collect from each local municipality an amount equal to the share of total costs incurred in policing that municipality. The local council, with the approval of the Ontario Police Commission, may levy different rates between areas defined by the local council.

It is proposed that all property of local police boards would be transferred to the regional police board without compensation. Consideration would be given to any existing debenture debt outstanding with respect to facilities presently occupied by a local police force.

Every person who is a member of a local police force in the regional area on the 6th day of May, 1970, and who continues to be employed by this force, will become a member of the regional police force on January 1st, 1971. Terms and conditions of employment as they are affected by this reorganization would be specified in the regional legislation. At present, the members of all police forces in the area participate in a joint bargaining committee and the regional police board would be the only negotiating body to bargain with this committee.

### PARKS AND RECREATION

The purchase, operation and maintenance of park facilities will be exercised jointly by the region and local municipalities. Recreation program will remain a local responsibility entirely. Conservation authorities are not affected by the terms of the regional legislation although municipal representatives from the area will be members of the regional council.

### FIRE PROTECTION - EMERGENCY MEASURES

Local municipalities would continue to be responsible for the provision of fire protection services. The Regional Council would also appoint a regional Fire Co-ordinator to establish an emergency fire service plan for the Regional Area.

### GARBAGE COLLECTION AND DISPOSAL

Local municipalities would continue to provide refuse collection services as are considered necessary by Council. The Regional Council upon the request of

a local municipality could enter into an agreement for the use and operation of disposal facilities.

#### UTILITIES COMMISSIONS

The powers and duties of public utilities commissions, except with respect to the distribution and sale of electrical power and energy would become powers and duties of the area municipality or regional corporation. The supply of electrical power by commissions would not form part of the subject of regional legislation.

Hydro Commissions would be continued for the year 1971 as presently constituted and these would become local boards of the municipalities in which they are situated. A general government policy on the relation of hydro commissions and regional governments will precede any major reorganization of these bodies.

FINANCE

Regional Levy

The regional levy would be calculated to meet the sum required for payment of the estimated current regional expenditures. This includes requirements in respect of debenture debt of area municipalities for which the region is liable under the Act.

Local municipalities would contribute towards regional costs on the basis of equalized total assessment. Each municipality's share would be determined in proportion to the ratio of its equalized total assessment to the total equalized assessment of the regional area. It should be remembered that in the provision of many regional services, the regional council has the authority to make special charges upon any local municipality receiving particular benefit from the service. Expenditure on services subject to such special charges are therefore treated apart from the general estimates and form no part of rates levied generally against all municipalities.



### TRANSITIONAL ADJUSTMENTS

Regional legislation would provide for transitional adjustments to prevent an increase in property tax rates due to regional government. Where an existing local municipality is divided between two or more new municipalities, it is necessary for special arrangements to be made to safeguard the interests of the taxpayers in each part of the old local municipality. For this purpose, the identity of each such part is preserved by describing it as a "merged area". Each portion can then be treated in the same way as a whole local municipality and a special transitional tax rate can be applied. This adjustment would prevent a severe increase in taxes for a particular area. Any adjustment will be calculated by the Minister annually during the transitional period so that it can develop in accord with the circumstances each year. Any transitional adjustments will be added to the regional levy and apportioned over the entire regional area.



In the formation of a new local municipality a Committee of Arbitrators would be appointed to resolve the division of assets and liabilities. Where the new municipalities do not agree with the decision of the Committee, they would be free to take up the question of ownership before the Ontario Municipal Board.

#### FINANCIAL POSITION OF PRESENT MUNICIPALITIES

Regional legislation in York would contain a provision to deter any municipality from deliberately incurring a deficit position in its last year of operation. By the definition of merged areas, taxpayers responsible for taking any surplus or deficit into a new municipality would receive credit for any such surplus or be charged with the burden of any such deficit during the first years of operation of the new municipality.

PROVINCIAL GRANTS

Under the provisions of The Regional Municipal Grants Act, a grant of \$7.50 per capita will be paid to the region. An additional \$1.50 per capita will be paid due to the establishment of a regional police force. A further per capita amount ranging up to \$5.00 depending on population and acreage will be paid to assist area municipalities in taking advantage of the extension of regional services.

In the first year of operation, it is estimated that the effect of The Regional Municipal Grants Act will be to transfer an additional one million dollars to municipalities in York.

To offset the financial impact of terminating Metropolitan Toronto's contributions to the Toronto and York Roads Commission, the Provincial Government will take into account, either through highway subsidies or otherwise, the effect on the region of this action.

As I mentioned earlier, special assistance to accelerate the implementation of a sound program of planning in York has been approved. I estimate the total value of this assistance to be about 500 thousand dollars during the next four years.

As with the creation of other regional municipalities, the Department of Municipal Affairs will attempt to offset many of the costs that arise due to transition itself. Such items include the costs of the first election and assistance towards studies into defining regional facilities and establishing administrative structures.

In the last two days a new role has been created by the Toronto-Centred Plan that can be filled by local government, in partnership with the Province. The creation of The Regional Municipality of York gives local government in this area a powerful tool to carry out this role. In this process, local government can respond to assume new authority or the Province will emerge with greater responsibilities in the daily administration of local and regional affairs.

CONCLUSION:

It was not possible to hold tonight's meeting until the Toronto-Centred Plan was released. Therefore, time is short. Legislation will be prepared in consultation with the local municipalities and the County. I hope that every municipality will co-operate during the next two weeks to meet with members of my staff and discuss the legislation to create the Regional Municipality of York.

I expect to call the Intermunicipal Committee together in the next two weeks to go over the draft of the legislation.

I realize that there will be parts of this announcement that will not please everyone. I venture that no one municipality will be satisfied with all of it. I am satisfied that further discussions of tentative proposals will not provide a larger consensus than exists now. I am sure that if additional time would produce greater unanimity, it would not be through any substantial changes in the plan put forward tonight.

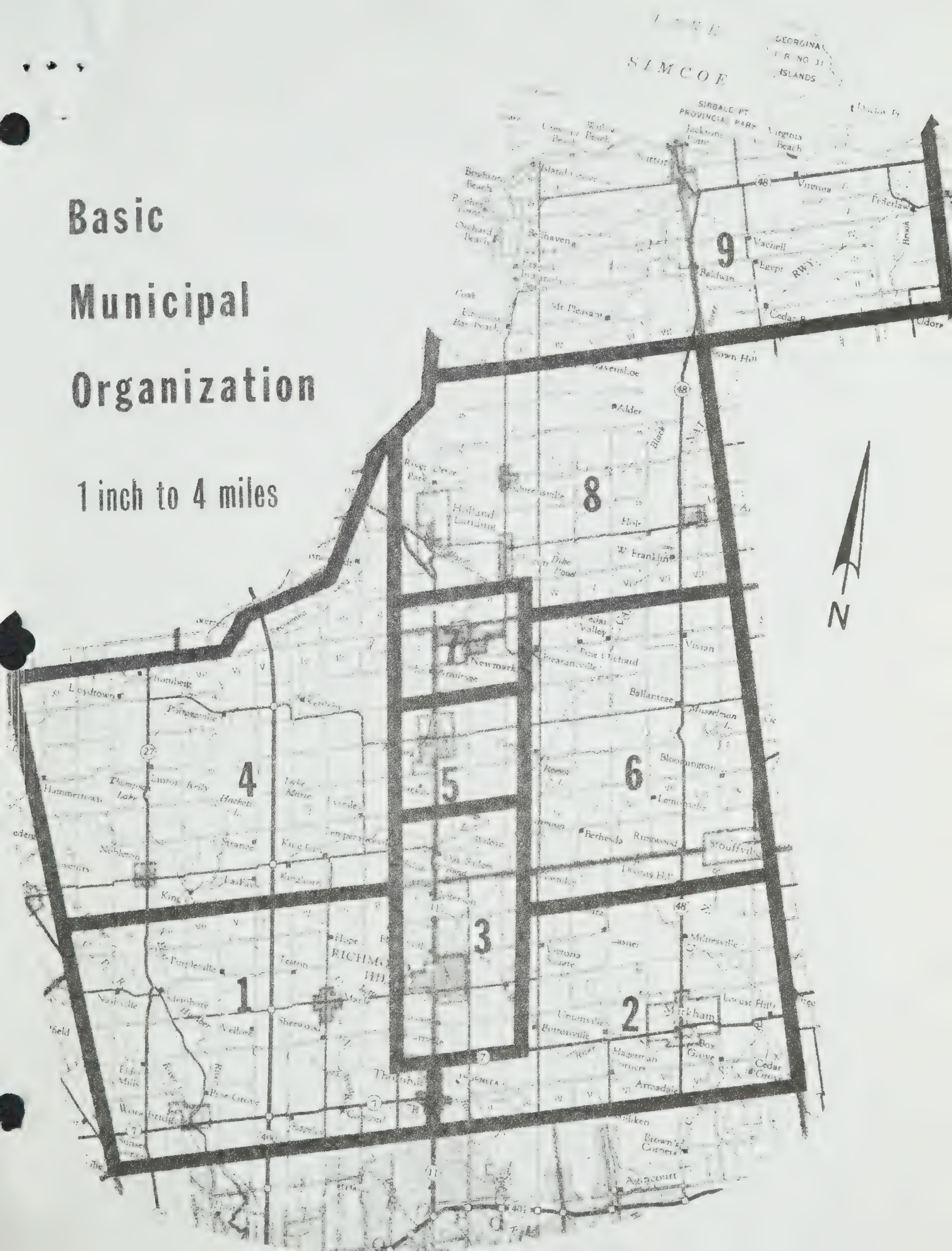
I am convinced that working together, the Regional Municipality of York can be a reality of which we will be proud.





# Basic Municipal Organization

1 inch to 4 miles







STATE-LOCAL PROGRAMS  
CHALLENGES TO LEADERSHIP

"REGIONALISM"

REMARKS BY

THE HONOURABLE W. DARCY McKEOUGH  
MINISTER OF MUNICIPAL AFFAIRS

THE PROVINCE OF ONTARIO

SAN DIEGO

MONDAY, SEPTEMBER 21, 1970

56th ANNUAL CONFERENCE  
INTERNATIONAL CITY MANAGEMENT ASSOCIATION



THE THEME CHOSEN FOR YOUR CONFERENCE IS ONE OF COURSE, THAT CONCERNS EVERYBODY - OR SHOULD. I SHARE THE VIEW OF YOUR ASSOCIATION PRESIDENT, AS IT WOULD APPLY IN THE PROVINCE OF ONTARIO, THAT AN EFFECTIVE PROVINCIAL - LOCAL PARTNERSHIP HOLDS THE KEY TO SOLVING THE CITY'S MAJOR PROBLEMS AND IMPROVING THE QUALITY OF LIFE IN IT. I SUPPOSE THE MOST INDISPENSABLE INGREDIENT IS THE RESOLVE TO TAKE ON THE PROBLEMS OF POLLUTION, TRAFFIC CONGESTION, WELFARE, HOUSING AND THE SANE USE AND MAINTENANCE OF OUR ENVIRONMENT, GENERALLY. WE LIVE IN A SOCIETY OF GREAT COMPLEXITY IN WHICH WE RELY UPON SYSTEMS OF GOVERNMENT FOR MUCH OF THE DECISIVE ACTION WHICH IS REQUIRED IF WE ARE TO CONTINUE TO HAVE A WORLD WORTH LIVING IN.



WITHOUT THE RESOLVE TO RECOGNIZE AND PAY THE PRICE NECESSARY TO MEET THE MULTITUDE OF PROBLEMS WE FACE, WE ARE LOST. BUT BEYOND THIS, I OFTEN WONDER TO WHAT EXTENT OUR VERY SYSTEMS OF GOVERNMENT FRUSTRATE THAT RESOLVE.

FOR EXAMPLE, IN ONTARIO, WE ARE ENGAGED IN A PROGRAMME IN WHICH WE ARE EMPHASIZING THE IMPORTANCE OF A PARTNERSHIP APPROACH. WE BELIEVE WE DO NOT HAVE A CHOICE IF WE ARE TO HAVE EFFECTIVE GOVERNMENT. THE PROVINCE CANNOT DO THE JOB ALONE. NEITHER CAN WE CONTINUE WITH THE KIND OF RELATIONSHIP THAT HAS PREVAILED IN THE PAST IF THIS IS TO BE A REAL AND WORKING PARTNERSHIP.

I BELIEVE THAT THE MANY PROBLEMS THAT WE FACE IN ONTARIO TO-DAY, PARTICULARLY IN THE RAPIDLY URBANIZING AREAS, HAVE RESULTED TO A VERY LARGE EXTENT FROM WHAT I WOULD CALL AN EROSION OF RESPONSIBILITY. GOVERNMENTS, IN OUR PART OF THE WORLD AT ANY RATE, ARE SIMPLY PEOPLE WORKING ON BEHALF OF OTHER PEOPLE.





THE QUESTION BEFORE US IS: WHERE HAVE THESE SYSTEMS GONE WRONG? WHY IS THE FABRIC OF OUR COMMUNITY LIFE DETERIORATING AT AN ALARMING RATE? I THINK A GOOD PART OF THE ANSWER LIES IN THE FACT THAT WHAT I SUGGESTED WAS A SIMPLE RELATIONSHIP, PEOPLE WORKING ON BEHALF OF OTHER PEOPLE, IS IN FACT A MOST COMPLEX AND CONFUSING ONE. IF ONE ACCEPTS ACCOUNTABILITY AS AN ESSENTIAL OF THE DEMOCRATIC PROCESS, THEN ONE BEGINS TO SEE THE CRACKS IN THE SYSTEM. CERTAINLY IN ONTARIO THE SYSTEM OF PROVINCIAL-LOCAL GOVERNMENT IS CHARACTERIZED BY A PROLIFERATION OF SO-CALLED RESPONSIBLE BODIES BOTH AT THE PROVINCIAL AND LOCAL LEVELS. WHILE THERE ARE MANY PROVINCIAL DEPARTMENTS AND AGENCIES WITH A WIDE VARIETY OF RESPONSIBILITIES THERE ARE AN EVEN GREATER NUMBER OF LOCAL GOVERNMENTS COMPRISING MUNICIPAL COUNCILS, BOARDS AND COMMISSIONS.

THE PROVINCIAL GOVERNMENT IS OFTEN REMINDED, WHEN IT IS CRITICAL OF LOCAL GOVERNMENT, OF THE BIBLICAL CAUTION "PHYSICIAN HEAL THYSELF". WHILE WE RECOGNIZE THE NEED FOR IMPROVED PROVINCIAL-MUNICIPAL RELATIONS BOTH IN POLICY RESPONSIBILITY AND FINANCE, AND ARE TAKING STEPS TO IMPROVE THEM, WE ALSO RECOGNIZE OUR RESPONSIBILITY UNDER OUR CONSTITUTION FOR THE GENERAL STRUCTURE AND ORGANIZATION OF LOCAL GOVERNMENT.



IF LOCAL GOVERNMENT IS TO BE AN EFFECTIVE PARTNER THAT CAN TAKE ITS SHARE OF POLICY MAKING AND ACTIVITY AND IF PEOPLE ARE ONCE AGAIN TO SEE LOCAL GOVERNMENT AS RELEVANT (AND THERE IS A GOOD DEAL OF EVIDENCE THAT THEY DO NOT) THEN WE SEE A NUMBER OF CHARACTERISTICS WHICH MUST BE DEALT WITH.

IF LOCAL GOVERNMENT IS TO CONTINUE TO ATTRACT MEN OF CAPACITY AND DILIGENCE, THE JOB MUST BE ONE THAT CAN BE TAKEN SERIOUSLY. A NUMBER OF THINGS MAKE THE ACHIEVEMENT OF THAT CONDITION DIFFICULT. FIRST OF ALL, I THINK IT FAIR TO SAY THAT WE SUFFER SOMEWHAT FROM PATERNALISM. THERE IS A TENDENCY TO RELY UPON PROVINCIAL APPROVALS BY EITHER THE MINISTER OR THE QUASI-JUDICIAL ONTARIO MUNICIPAL BOARD IN SUCH MATTERS AS PLANNING AND FINANCIAL MANAGEMENT. WE MUST RETURN MORE RESPONSIBILITY TO THE MUNICIPAL LEVEL. SECONDLY, THERE IS A VERY GREAT FRAGMENTATION OF JURISDICTION THAT THE EXISTENCE OF OVER NINE HUNDRED MUNICIPALITIES AND SEVERAL THOUSAND BOARDS AND COMMISSIONS BRINGS TO THE LOCAL LEVEL IN BOTH MUNICIPAL STRUCTURE AND ORGANIZATION WITH SERIOUS CONSEQUENCES. THESE INCLUDE FRAGMENTING RESOURCES AND RESOURCE MANAGEMENT, THE CREATION OF DISPARITIES IN FINANCIAL CAPACITY AND THE PRODUCING OF SERIOUS DEFICIENCIES IN BOTH FINANCE AND ADMINISTRATIVE CAPACITY.



LET ME EMPHASIZE THAT ADMINISTRATIVE CAPACITY IS OFTEN OVERLOOKED WITH THE NOTION BEING THAT ALL PROBLEMS ARE ONLY "FINANCIAL". BUT ADMINISTRATIVE CAPACITY IS VERY ESSENTIAL IN THE FACE OF VERY COMPLEX AND TECHNICAL PROBLEMS.

THE EXISTING SYSTEM ALSO PRESENTS A PROBLEM IN LOCAL INVOLVEMENT IN DECISION-MAKING. SOME VERY SMALL MUNICIPALITIES MAKE SOME VERY LARGE DECISIONS WHICH AFFECT NOT ONLY THEIR OWN CONSTITUENTS, BUT PEOPLE OF WIDE AREA. THE DECISION-MAKING ARRANGEMENTS DO NOT, THEN, REFLECT ACCURATELY THE AREA AFFECTED BY THE DECISIONS. LASTLY, THE SYSTEM, AS I HAVE SUGGESTED EARLIER, OFTEN DOES NOT PRESENT A CLEAR PICTURE OF WHO IT IS THAT IS ACTING ON OUR BEHALF IN SOLVING, OR NOT SOLVING THE URGENT AND CONTINUING PROBLEMS OF OUR COMMUNITIES.

HAVING SAID A FEW WORDS ABOUT THE BACKGROUND AGAINST WHICH THE REFORMS ARE BEING CARRIED FORWARD IN ONTARIO, PERHAPS I CAN NOW SAY A FEW BRIEF WORDS ABOUT THE REFORMS THEMSELVES.

IT IS IN THAT CONTEXT THE WORD REGIONALISM EMERGES. I WANT TO BE CAREFUL TO POINT OUT THAT WHILE ESTABLISHING NEW AND LARGER BOUNDARIES (NEW GEOGRAPHICAL JURISDICTIONS) IS IMPORTANT IN OVERCOMING MANY OF THE PROBLEMS I HAVE CITED, THE PROGRAM DOES NOT END WITH BOUNDARY ADJUSTMENTS.





BOUNDARY CHANGES OR CONSOLIDATIONS WILL HELP TO REDUCE FRAGMENTATION OF RESOURCE MANAGEMENT, MAKE RELATIONS SIMPLER BETWEEN THE PROVINCE AND MUNICIPAL GOVERNMENT AND WILL LEAD TO INSTITUTIONAL ARRANGEMENTS THAT BETTER REFLECT THE EXISTING SOCIAL RELATIONSHIPS OR COMMUNITIES. HOWEVER, THE REFORMS CANNOT STOP THERE BECAUSE OF THE PARALLEL NEED TO RATIONALIZE THE DECISION-MAKING PROCESS WITHIN THE COMMUNITY.

THIS PROCESS, I SUGGEST TO YOU, IS SEVERELY DAMAGED BY THE CURRENT SYSTEM OF SPECIAL PLEADING OR SPECIAL-PURPOSE BODIES. AS A RESULT OF THIS APPROACH SOME THINGS ARE DONE WELL WHILE OTHER THINGS ARE NOT DONE AT ALL. WE WANT TO CREATE A SYSTEM IN WHICH THE BROAD SPECTRUM OF NEEDS IS WEIGHED IN THE BALANCE AND SOME FLEXIBILITY IN DIRECTING THE RESOURCES OF THE COMMUNITY ACHIEVED THAT IS NOT READILY AVAILABLE IN AN APPROACH THAT INVOLVES SPECIAL PLEADING. THIS IS A MOST IMPORTANT CONSIDERATION IN THE CIRCUMSTANCES OF LIMITED PUBLIC FUNDS. PRIORITY-SETTING IS ESSENTIAL. FOR AS FAR AS I CAN SEE INTO THE FUTURE OUR CAPACITY AND/OR WILLINGNESS TO MEET SOCIETY'S NEEDS WILL NOT KEEP PACE WITH THOSE NEEDS, HENCE THE CRITICAL NATURE OF PRIORITY SELECTION AND THE SYSTEM WE USE TO DO IT.





BY CREATING A NUMBER OF REGIONAL GOVERNMENTS IN ONTARIO WE ARE ATTEMPTING TO COME AT THESE PROBLEMS AND MAKE LOCAL GOVERNMENT MORE MEANINGFUL IN MODERN CIRCUMSTANCES. IN PURSUING THIS POLICY WE HAVE ADOPTED A NUMBER OF CRITERIA WHICH I AM PLEASED TO OUTLINE FOR YOU NOW. I SHOULD SAY THAT NO ONE OF THESE CRITERIA IS PURSUED TO THE EXCLUSION OF ALL THE REST - SOME IN ACTUAL APPLICATION MAY EVEN BE IN CONTRADICTION OF ONE ANOTHER. HOWEVER, WE BELIEVE THEM TO BE USEFUL GUIDES IN ARRIVING AT A NEW PARTNERSHIP BASE FOR GOVERNMENT IN ONTARIO.

ONE MORE WORD BEFORE I GET INTO THE CRITERIA. THE REFORM OF LOCAL GOVERNMENT IS NOT BEING ESTABLISHED IN A WHOLE PIECE. WE HAVE RESPONDED TO AREAS FACING THE MOST URGENT PROBLEMS OF URBANIZATION. THE POLITICIANS AMONG YOU WILL REALIZE THAT MAJOR REFORMS ARE NOT WITHOUT THEIR DETRACTORS AND DISSENTERS. NONETHELESS WE HAVE HAD A GREAT DEAL OF ACCEPTANCE AND THE RESOLVE TO ACCEPT THE CHALLENGES HAS BEEN ENCOURAGING TO ME.

THERE IS NO SHORT OR SIMPLE STATEMENT OF WHAT WE MEAN BY REGIONAL GOVERNMENT, BUT THE FOLLOWING CRITERIA WILL INDICATE SOME OF THE CHARACTERISTICS WHICH WE HOPE OUR REGIONAL GOVERNMENTS WILL EXHIBIT:



FIRST, A REGION SHOULD SHOW A SENSE OF COMMUNITY.

THIS CAN BE MEASURED IN MANY WAYS -- WHERE PEOPLE LIVE AND WORK, THE SOCIOLOGICAL AND ETHNIC COMPOSITION OF AN AREA, AND VERY IMPORTANT IN A PROVINCE WITH SUCH DEEP ROOTS, THE SHARED EXPERIENCE AND HISTORY OF AN AREA. IN OTHER WORDS, A REGION SHOULD REFLECT HOW PEOPLE SEE THEMSELVES IN TERMS OF THEIR SHARED COMMUNITY OF INTEREST.

SECOND, A REGION SHOULD HAVE A BALANCE OF INTERESTS.

IN OTHER WORDS, IT SHOULD NOT BE DOMINATED BY ANY ONE ECONOMIC OR SOCIAL GROUP OR ONE MUNICIPALITY TO SUCH AN EXTENT THAT IT TOTALLY DOMINATES THE REGION.

THIRD, AND THIS IS FAIRLY OBVIOUS, THERE MUST BE A FINANCIAL BASE ADEQUATE TO CARRY OUT REGIONAL SERVICES AT A LEVEL SATISFACTORY TO THE PEOPLE OF THE REGION.

FOURTH, THE REGION SHOULD BE LARGE ENOUGH FOR EFFICIENCY IN THE HANDLING OF MUNICIPAL RESPONSIBILITIES, BUT NOT SO LARGE THAT IT BECOMES DIFFICULT TO HAVE QUICK COMMUNICATION WITH ALL AREAS OF THE REGION.

FIFTH, REGIONAL BOUNDARIES SHOULD PERMIT THE OPTIMUM IN CO-OPERATION WITH NEIGHBOURING REGIONS IN MATTERS OF MUTUAL CONCERN. THIS MEANS THAT WE SHOULD DRAW REGIONAL GOVERNMENT BOUNDARIES IN A WAY THAT WILL NOT CREATE UNDUE PROBLEMS FOR AGENCIES, LIKE CONSERVATION AUTHORITIES WHICH WILL OFTEN CUT ACROSS REGIONAL GOVERNMENT AREAS.



SIXTH, IN FORMULATING REGIONAL GOVERNMENT PROPOSALS, WE WILL WORK WITH COMMUNITIES TO THE GREATEST EXTENT POSSIBLE IN DEVELOPING PLANS FOR EACH SPECIFIC REGION.

SEVENTH, WE WILL TRY TO HAVE REGIONAL BOUNDARIES THAT ARE USABLE BY OTHER INSTITUTIONS. WE INTEND THAT REGIONAL GOVERNMENT BOUNDARIES WILL BE USED AS BASIC "BUILDING BLOCKS" IN DRAWING UP MORE UNIFORM ADMINISTRATIVE BOUNDARIES FOR PROVINCIAL DEPARTMENTS.

EIGHTH, IN OUR LIST OF CRITERIA IS THAT IN AREAS WHERE THERE WILL BE TWO TIERS OF GOVERNMENT WITHIN A REGION, THE SMALLER OR LOCAL UNITS WILL BE DESIGNED ACCORDING TO THE SAME CRITERIA THAT ARE APPLIED TO THE REGIONAL UNITS.

IN THE APPLICATION OF THESE CRITERIA WE ARE TAKING A NEW LOOK AT THE RELATIONSHIP BETWEEN RURAL AND URBAN AREAS. AT THE PRESENT TIME AN AREA THAT MAY HAVE THE PHYSICAL CHARACTERISTICS OF A RURAL AREA MAY BE, IN FACT, INHABITED BY PEOPLE OF URBAN ORIENTATION AND URBAN REQUIREMENTS. MANY OF OUR RURAL AREAS ARE UNDER GREAT PRESSURE TO BECOME HEAVILY URBANIZED AND THE TRANSITION CAN BE A NIGHTMARE. MANY OF THE RURAL AREAS SIMPLY DO NOT HAVE THE FINANCIAL, PLANNING AND ADMINISTRATIVE RESOURCES TO EITHER RESTRAIN DEVELOPMENT WHERE IT IS NOT DESIRABLE (PLANNING FOR ASSESSMENT) OR TO HANDLE IT EFFECTIVELY WHEN IT DOES COME. WE WANT TO CHANGE THAT.





IN SHORT, WE WANT EFFECTIVE LOCAL GOVERNMENT SO THAT A FRAMEWORK CAPABLE OF CARRYING OUT BROAD PROVINCIAL ECONOMIC PLANNING POLICY IS PRESENT. THIS IS THE ESSENCE OF THE PARTNERSHIP. RECENTLY, AS MANY OF YOU MAY KNOW, ONTARIO HAS ANNOUNCED A POLICY CONCEPT THAT CALLS FOR A REJECTION OF THE PRESENT TRENDS OF POPULATION GROWTH IN THE TORONTO AREA. WE ARE MAKING A DELIBERATE EFFORT TO RE-DIRECT OUR GROWTH TO OTHER PARTS OF THE PROVINCE. SUCH A PROGRAMME WOULD, IN MY VIEW, BE IMPOSSIBLE WITHIN THE PRESENT FRAGMENTED SYSTEM OF LOCAL GOVERNMENTS.

SO FAR OUR REGIONAL GOVERNMENTS HAVE REPRESENTED A NICE COMPROMISE IN THAT THEY HAVE A TWO-TIER APPROACH. THAT IS, SOME SERVICES SUCH AS REGIONAL PLANNING, ROADS, WATER SUPPLY AND TREATMENT, WELFARE, CAPITAL BORROWING, POLICE AND OTHERS ARE PROVIDED BY A REGION OR LARGE AREA COUNCIL.

OTHER SERVICES MORE LOCAL IN CHARACTER SUCH AS LOCAL PARKS, STREETS, SIDEWALKS, GARBAGE COLLECTION CAN BE CONSIDERED AND POLICY SET ON A MORE NARROWLY DEFINED AREA ACCORDING TO LOCAL WISHES.



IN RE-ORGANIZING LOCAL GOVERNMENT WE ARE GRADUALLY CLARIFYING RESPONSIBILITY AND ACCOUNTABILITY BY REDUCING THE NUMBER OF BOARDS AND COMMISSIONS NOW RESPONSIBLE FOR MANY SERVICES IN THE COMMUNITY.

THE PROVINCIAL GOVERNMENT IS ALSO TACKLING THE DIFFICULT SUBJECT OF FINANCIAL SUPPORT TO LOCAL GOVERNMENT WITH ITS LIMITED BASE IN PROPERTY TAX. OUR GOAL IS TO FIRST OF ALL CREATE A PROPERTY ASSESSMENT BASE WHICH IS AS EQUITABLE AS POSSIBLE AND THEN TO PROVIDE TRANSFER PAYMENTS WITH WHICH MUNICIPALITIES MAY HAVE A HIGH DEGREE OF CHOICE IN THEIR USE.

REGIONALISM IS AN IMPORTANT ELEMENT THEN, IN THE RATIONALIZATION OF LOCAL GOVERNMENT. CERTAINLY IT IS FOLLY TO VIEW IT AS AN END IN ITSELF. AS ANYONE KNOWS WHO HAS ATTEMPTED TO MOVE LOCAL BOUNDARIES AROUND THE DECISION AS TO WHERE THEY SHOULD GO IS ALWAYS ARBITRARY - A MATTER OF BEST JUDGEMENT. WE ARE LOOKING FOR NEW SYSTEMS OF GOVERNMENT WITH WHICH TO GET THE JOB OF SERVING PEOPLE DONE AS ECONOMICALLY AND AS EFFECTIVELY AS POSSIBLE.

WHILE MUCH PROGRESS HAS BEEN MADE IN SOME REGIONS OF OUR PROVINCE, MANY PARTS STILL DO NOT HAVE THE RIGHT COMBINATION OF LOCAL GOVERNMENT AREA, REPRESENTATION, RESPONSIBILITIES, FINANCE AND ORGANIZATION TO GIVE US A SUITABLE BASE FOR DECISIVE ACTION WITH CLEAR ACCOUNTABILITY. THUS, WHERE FULL BLOWN REGIONAL GOVERNMENT IS NOT A SUITABLE REFORM SOME AMALGAMATIONS OR OTHER KINDS OF CONSOLIDATIONS ARE PURSUED.



I KNOW THAT THESE REMARKS HAVE BEEN VERY SKETCHY AS FAR AS THE NUTS AND BOLTS OF REGIONALISM ARE CONCERNED. I BELIEVE IT IS IMPORTANT HOWEVER, TO GET THE PERSPECTIVE OR THE CONTEXT IN WHICH IT IS BEING PURSUED AND WHY.

YOUR CONFERENCE HAS RAISED THE IMPORTANT QUESTION OF LEADERSHIP. WHO INDEED WILL INITIATE CHANGE? THE DIFFICULTIES TO BE ENCOUNTERED ARE SEVERE. HAS ANYONE, IN THE PURSUIT OF REGIONALISM COME ACROSS ANYTHING AS IMMOVABLE OR SACROSANCT AS A MUNICIPAL BOUNDARY? LEADERSHIP IN THIS REFORM MUST BE SHARED IF THE PROVINCIAL (OR STATE) AND LOCAL PARTNERSHIP IS TO BE RESPECTED AND FOSTERED. CRITERION SIX REFERS TO THIS CONCERN. RECENTLY I WAS ASKED: SHOULD CHANGE OF FORM BE IMPOSED FROM ABOVE BY A PROVINCIAL GOVERNMENT, WITH A MAJORITY, WITHOUT GIVING THE CITIZEN A CHANGE TO VOTE, LET US SAY BY REFERENDUM? MY ANSWER WOULD GO SOMETHING LIKE THIS...



THE QUESTION IMPLIES A GROSS OVER-SIMPLIFICATION OF WHAT IS A MOST COMPLEX SUBJECT. I SUPPOSE MY ANSWER TO THE SPECIFIC QUESTION WOULD BE A SIMPLE, YES. TO BE REALISTIC THE ULTIMATE RESPONSIBILITY FOR CHANGE DOES REST AND MUST BE EXERCISED BY THE PROVINCIAL GOVERNMENT. IT IS IN THE USE OF THE WORD IMPOSED THAT SOME CARE SHOULD BE TAKEN. THE WORD IMPLIES A SUMMARY ACTION. I CAN ASSURE IT HAS BEEN ANYTHING BUT. EACH REGIONAL MUNICIPALITY HAS COME AT THE END OF YEARS OF STUDY, DISCUSSION, HEARINGS, PROPOSALS, NEGOTIATION AND LEGISLATIVE DEBATE. SURELY THIS IS THE ESSENCE OF REPRESENTATIVE DEMOCRACY. THE ISSUES ARE COMPLEX. THE ELECTED REPRESENTATIVES STUDY AND WEIGH THE ISSUES, ASK FOR CONSIDERED OPINION FROM ANY INTERESTED PARTY AND ARRIVE AT AND TAKE RESPONSIBILITY FOR A COURSE OF ACTION. A SIMPLE YES OR NO ON A BALLOT THAT TAKES A FEW MINUTES DOES NOT OFFER A SUITABLE MEANS OF DECISION-MAKING IN THIS ISSUE. THE RESIDENTS OF ANY AREA UNDER REVIEW ARE ENCOURAGED TO INFORM THEMSELVES OF THE ISSUES, TO TAKE PART IN THE HEARINGS AND TO WRITE TO THE MINISTER. I CAN ASSURE YOU THAT MANY DO. A CONSENSUS IS A RARE OCCURRENCE. BUT BEFORE ARRIVING AT MAJOR REFORMS TO DEAL WITH VERY COMPLEX PROBLEMS WE DO SEARCH THESE MANY VIEWS FOR POINTS OF AGREEMENT AND DISAGREEMENT, AND THEN I SUPPOSE YOU COULD SAY THE BUCK STOPS AT THE PROVINCIAL CABINET. THE PROVINCIAL GOVERNMENT MUST TAKE RESPONSIBILITY FOR THE TIMING AND DEGREE OF CHANGE.





I AGREE AGAIN WITH YOUR PRESIDENT WHEN HE STATES THAT IN THE FACE OF THE SERIOUS PROBLEMS, PLATITUDES WILL NOT DO. FORTUNATELY, IN ONTARIO THE PROVINCIAL GOVERNMENT HAS THE CONSTITUTIONAL RESPONSIBILITY FOR LOCAL GOVERNMENT AND CONSEQUENTLY FOR ITS REFORM. WE CANNOT PASS THE BUCK IN THAT RESPECT NOR DO WE CHOOSE TO. WE HAVE TAKEN THE VIEW THAT AT SOME POINT THE RHETORIC MUST CEASE AND ACTION BEGIN.

THANK YOU.







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